

Annex

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**Japan International Cooperation Agency(JICA)
Case Studies on Youth Employment for Peacebuilding
Focusing on skills/vocational training and community development**

< Executive Summary >

1. Introduction

JICA has a wide range of cooperation projects contributing to “economic revitalization and youth employment” in conflict-affected countries, particularly in the field of developing large-scale infrastructures, where JICA has accumulated a reservoir of expertise. This paper, however, will focus on aspects of “skills and vocational training” and “community development” as they offer valuable lessons which have often been overlooked. This paper sheds light in particular on the importance of connecting the efforts of human resources development with the labor market, as well as the role of creating jobs in rural areas, so as to prevent an influx of unemployed youth into cities.

This paper examines a total of five case studies: namely one case in South Sudan and two cases in Rwanda for “skills and vocational training”: and one case each in DRC and Northern Uganda for “community development”. The issues for consideration and lessons learned are extracted from these experiences in the fields, which JICA considers worthy of attention of wide-ranging stakeholders who intend to implement various initiatives for economic revitalization and youth employment.

2. Issues and Lessons Learned from JICA’s Experiences

The development partners often have to work under the following conditions:

- The radical change of living environment for youth after the conflict/s. The labor market demand during the course of recovery changes and diversifies.
- The limited capacities of the government to plan and implement initiatives for recovery and economic revitalization. Local population has often lost trust and confidence in governments that have not provided basic administrative services.
- Various axes of opposition in the communities, with disputes among former conflict parties or their supporters, ex-combatants and inhabitants, elders and youth, people who remained in their local areas and those who evacuated to other countries or regions. Additionally, communities that were affected by conflict have a large number of Extremely Vulnerable Individuals (EVIs). Due to conflicts, communities have collapsed, or their sense of solidarity has been destroyed.

When planning and implementing job creation projects under these conditions, it was found that the following aspects should be taken into account:

(1) Start with a national and regional recovery and development scenario

In order to promote youth employment through community development and skills and vocational training, first of all, the formulation of a national recovery and development scenario is necessary. In other words, with setting development goals and projecting recovery and development demand from a nation-rebuilding point of view, it is necessary to formulate a plan for human resources development, a roadmap for improving livelihoods, and a community development plan.

(2) Respond to changes in living environment of youth as well as labor market

Among youth, there were those that evacuated either internally or to other countries. For these youth, it is necessary to set up living basis in their new environment, either in the villages to which they return, or at their place of resettlement (in the case that they do not want to return to their village of origin since they have no memory of living there, or if they cannot return to their village of origin because of socio-political reasons). In view of the conditions in which these youth have been placed, it is necessary to make a community development plan and a roadmap improving their livelihoods. Furthermore, after grasping and estimating the labor market needs that change and diversify as recovery progresses, it is necessary to design a development scenario (including community development) and human resources development, etc. After the recovery demand period passes, the demand for unskilled labor declines. This labor is easily influenced by economic fluctuations. Therefore, it is necessary to provide basic education and skills and vocational training from a mid to long-term point of view. When recovery projects are concentrated in the capital, there occurs influx of the labor force from rural to urban areas, further to the capital. To prevent such phenomena, it is important, from the initial period of recovery, to promote community and agricultural development in rural areas.

(3) Restore social dignity as a step toward employment/self-employment

While keeping in mind the impact on the social and psychological aspects of youth, it is necessary to design and evaluate skills and vocational training and community development programs. For youth that have been deeply affected emotionally by conflict (ex: child soldiers), participation in skills training and livelihood activities can yield social and psychological impacts in that such youth can contribute to their families and community. The self-confidence gained and changes in their way of thinking through skills training and courses will directly make a positive effect on such youth to seek job opportunities and business incubation. Conversely, if self-confidence is not restored, their motivation to work will not be enhanced. Furthermore, promoting participation in group activities as a member of the community is also effective from the standpoint of social and psychological impacts.

(4) Approach both central/ local government and community

Community recovery does not mean returning to conditions before the conflict, thus it is necessary to grasp and project the current, post-conflict population distribution, and use this as a basis in creating a roadmap for livelihood improvement. Especially in these countries that have experienced many years of conflict, not only should skills and expertise lost during the conflict be improved in order to resume government services, but it is also necessary to encourage the service provider's motivation and self-confidence. It is critically important for lower layers of public administration to build rapport with and consult with groups/associations of community members in the process of planning and implementation of community development.

(5) Importance of building community infrastructure

Community road construction or rehabilitation is extremely effective, from the standpoints of employment of local population, revitalization of inflow and outflow of people/goods within and outside of the community and capacity building of local construction workers,. For economic revitalization and job creation measures, community infrastructure, community road construction in particular, should be included as a part of regional and community development, in addition to large-scale infrastructure construction. In implementation, taking into account the farming seasons, quality of construction and construction conditions, it is necessary to make a best mix of Equipment-based Technology (EBT) and Labor-based Technology (LBT), of which the latter maximally uses the labor force, including unskilled workers.

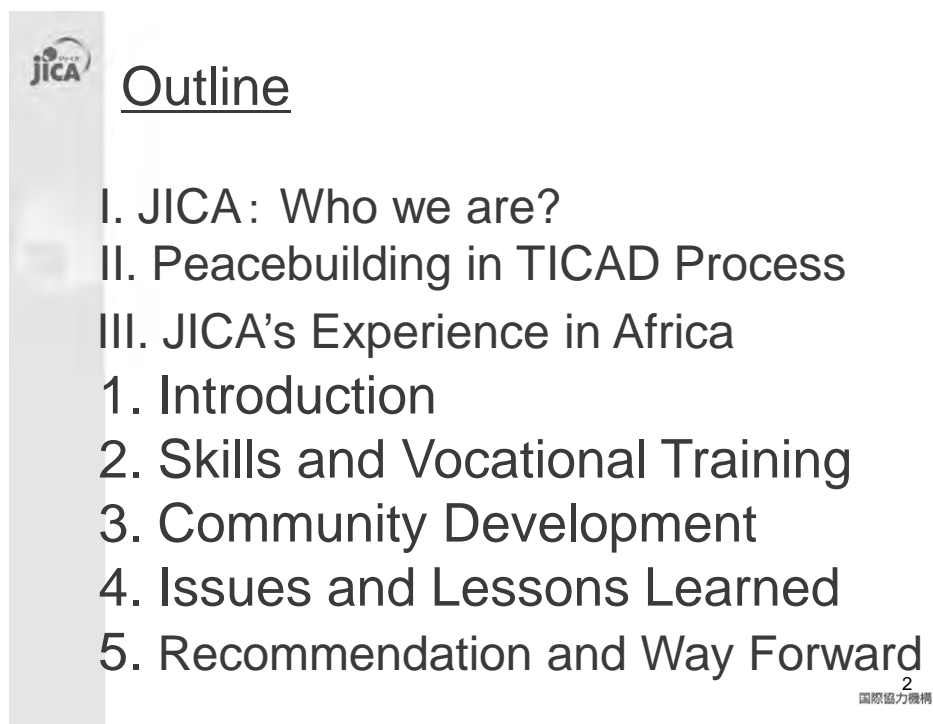
(6) Build social capital: reconciliation among communities

For recovery and community development to be on track, it is necessary to note the importance of reconciliation among local population, as well as relationships building and awareness raising for mutual support. When planning and implementing skills training, community development and livelihood improvements, it is effective to build in devices for encouraging communications among participants. These may include: creating a system so that the local population who currently or previously have had adversarial relationships can receive skills training together, or creating a platform where the local population jointly work after completion of training. It is also necessary to build a system on the government side to facilitate the creation of community members associations and cooperatives.

(7) Due consideration toward socially vulnerable people

In conflict-affected countries, it is more difficult than in non-conflict countries for socially vulnerable people to receive the benefits of development. Since their needs and capacity differ from those of others, individually prescribed assistance is necessary. To provide this, community profiling is effective for matching the needs of socially vulnerable people with market demand (within the community, etc.). On the other hand, it should be noted that giving special consideration to socially vulnerable people may produce a sense of unfairness among others, causing the socially vulnerable people to be excluded from

the community. An effective approach is to promote reconciliation in the community through group work in the villages, while ensuring that socially vulnerable people are recognized as members of local society, are not excluded from community activities, and are not isolated. In addition, it is necessary to plan and implement projects to enhance awareness-raising of solidarity among the local population so that a system is built in the community to support socially vulnerable people.





I. JICA: Who we are?

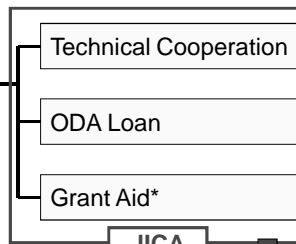
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JICA and ODA

ODA:
Official Development Assistance

- Bilateral Assistance
- Multilateral Assistance



*Excluding those to remain under the auspices of MOFA for diplomatic reasons.

- Mission**
1. Addressing the global agenda
 2. Reducing poverty through equitable growth
 3. Improving governance
 4. Achieving human security
- Strategy**
1. Integrated assistance
 2. Seamless assistance
 3. Promoting development partnerships
 4. Enhancing research and knowledge-sharing

Enhanced effectiveness, efficiency and impact with **3S**

Speed Up
Scale up
Spread Out

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JICA Offices in Africa: 34



II. Peacebuilding in TICAD Process



What is TICAD?

Tokyo International Conference on African Development (TICAD)

1993: Inception of TICAD

【Background】

- International flow of ODA → former East bloc countries following the end of the Cold War
- Aid fatigue of the international community

⇒ **Decreased attention to the African continent**

Japan took the lead to galvanize attention and support of the international community toward the development of Africa

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TICAD IV (Yokohama, May 28-30, 2008)

Towards a Vibrant Africa: Continent of Hope and Opportunity



(Source: Kantei hp)

- 51 African countries represented
(41 Head of States/Governments)
- 33 partner countries
- 77 regional / international organizations



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Focus areas of the Yokohama Action Plan

I Boosting Economic Growth

- 1) Infrastructure
- 2) Trade, Investment and Tourism
- 3) Agriculture and Rural Development



II Ensuring Human Security

- 1) MDGs (Community Development, Education, Health)
- 2) Consolidation of Peace, Good Governance



III Addressing Environmental Issues and Climate Change

IV Broadening Partnership



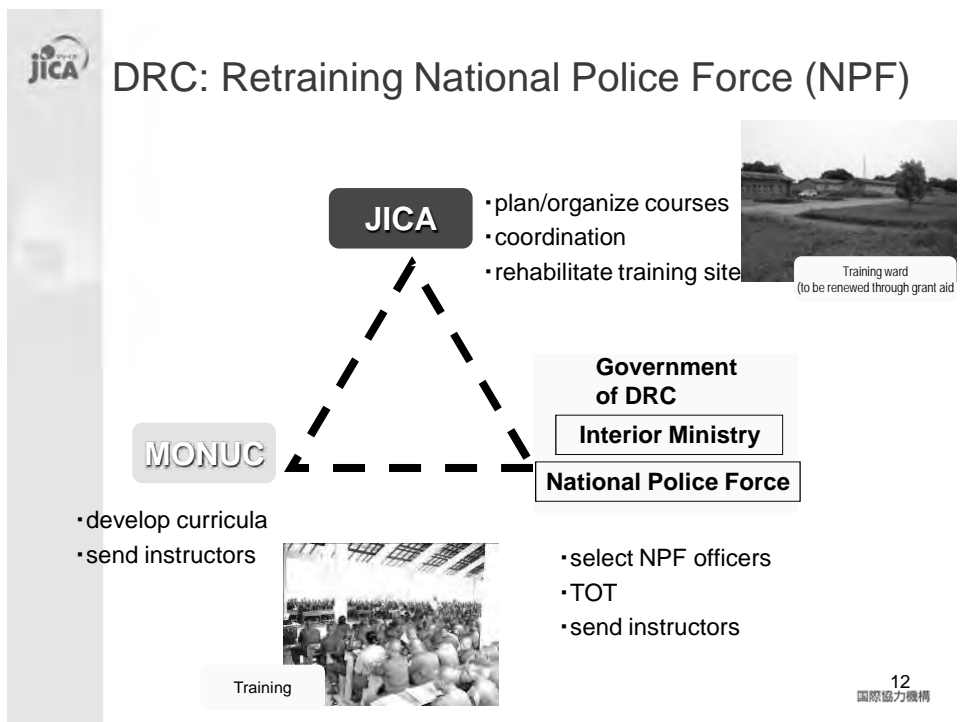
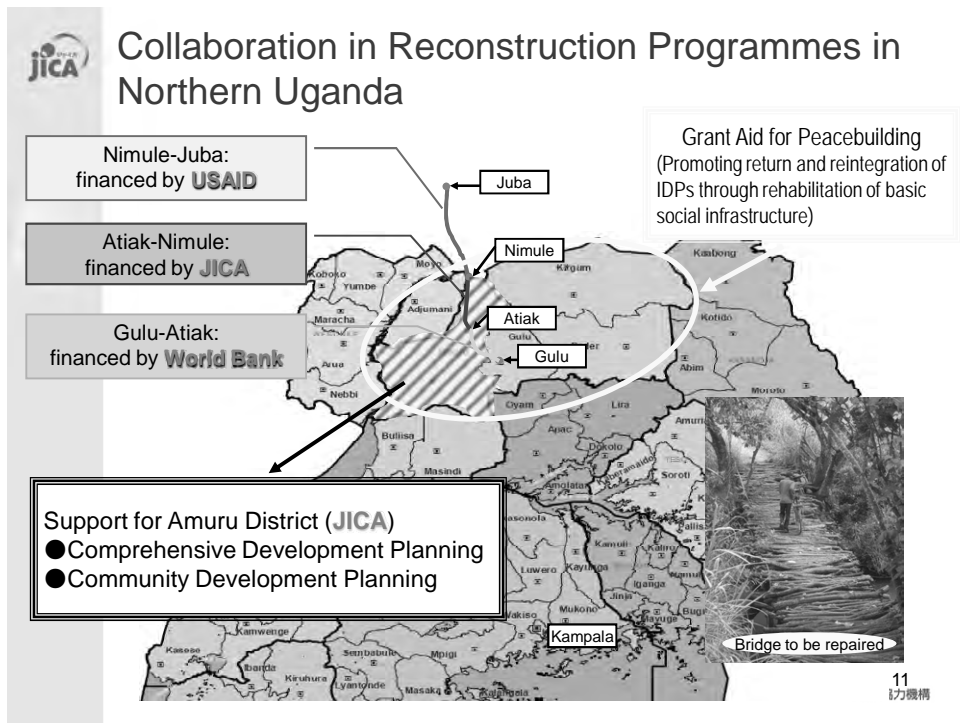
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Peacebuilding (Strategic Priority)

1. Reconstruction of social capital
Support return and reintegration of refugees and IDPs
(basic social infrastructure, transport, electricity, IT network, health and education services, stable food supply)
2. Reconstruction of economic activities
Improve economic environment and enhance employment opportunities
3. Recovery of governance functions
Election support, media improvement, legal, administrative and financial system improvement
4. Enhancing security
Security sector development, DDR, small arms, landmines and unexploded bombs issues

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III. JICA's Experience in Africa

— Case studies —

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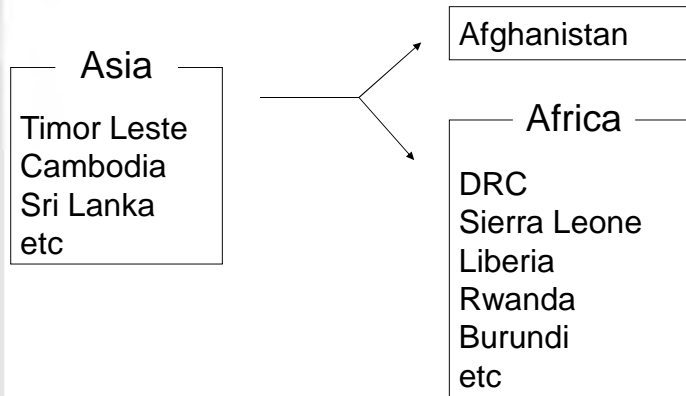


1. Introduction

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Assistance to Post-Conflict Countries



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Assistance to Post-Conflict Countries

- Not easy
 - Nature/conditions of conflict
 - Development Stage
 - Cultural backgrounds

- Wide-ranging cooperation
 - Scope of work
 - Sectors/fields
 - from infrastructure
 - to community development

- Understanding the conflict is essential

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Assistance to Post-Conflict Countries

- Economic Revitalization and Youth Employment are important development issues.

To Prevent reoccurrence of conflict/s.

- In the process of making cooperation framework, Conflict analysis is critical.

- Focus of analysis

Given, Large-scale infrastructure projects → economic impact
 → employment impact

- ① Skills and Vocational Training

human resources → Labour market

- ② Community development

- securing jobs in rural area.

→ mitigation of influx
 of rural population
 into cities.

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2. Skills and Vocational Training

2-1 Southern Sudan: Improvement of Basic Skills and Vocational Training

2-2 Rwanda: Strengthening the Capacity of Tumba College of Technology

2-3 Rwanda: Skills Training for Reintegration of Demobilized Soldiers with Disabilities

2-4 Issues and Lessons Learned

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Skills and Vocational Training

<case study>

The Project for Improvement of Basic Skills and Vocational Training in Southern Sudan

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Background

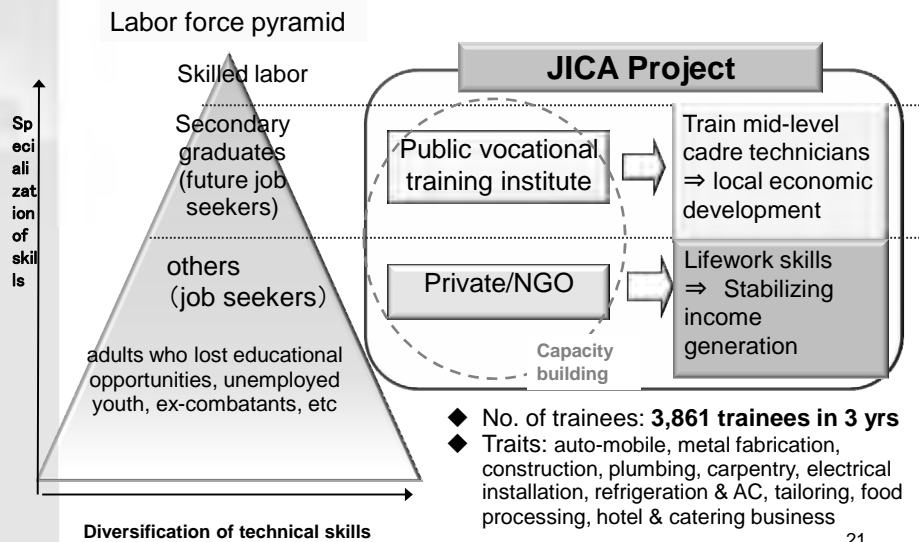
- *More than 20 years of conflict;*
 - Drain of human resources
 - Loss of educational opportunities for population remained inside the country
- *After CPA;*
 - Absence of local skilled laborers
 - Influx of skilled workers from the neighboring countries after CPA
 - Reconstruction works taken by laborers from the neighboring countries



**Development of local work force for
local economic development**

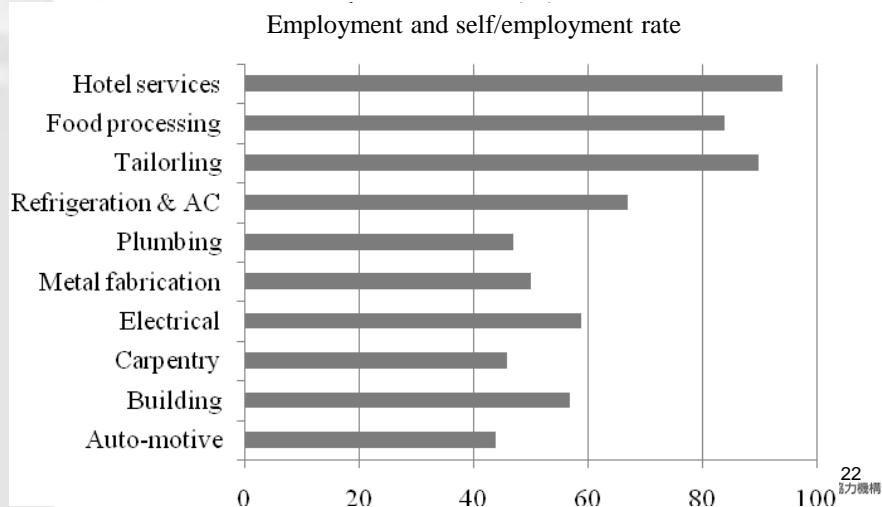


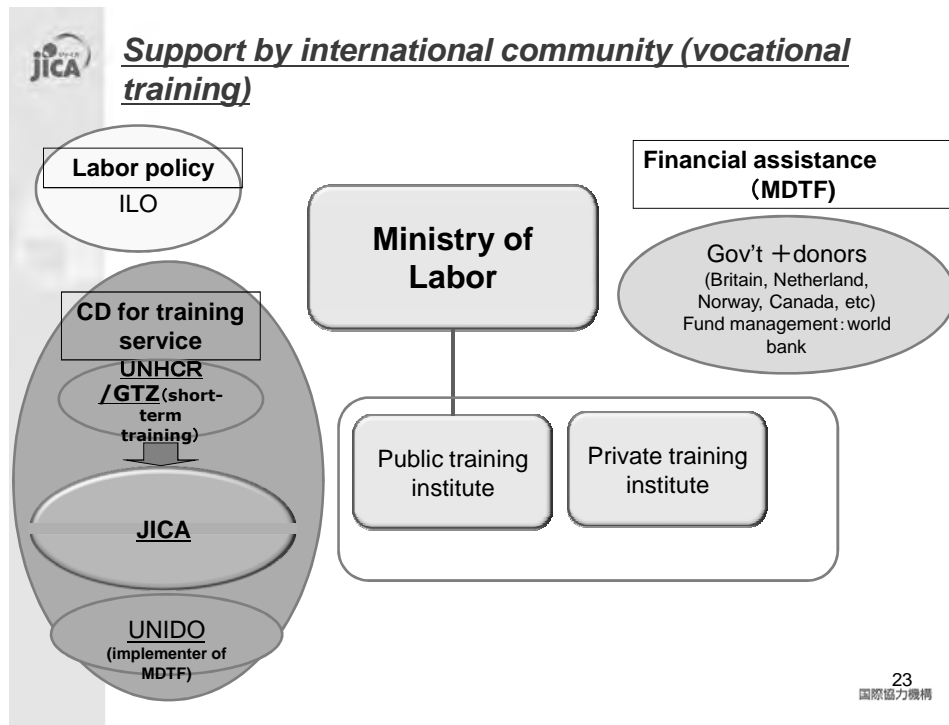
Project Overview



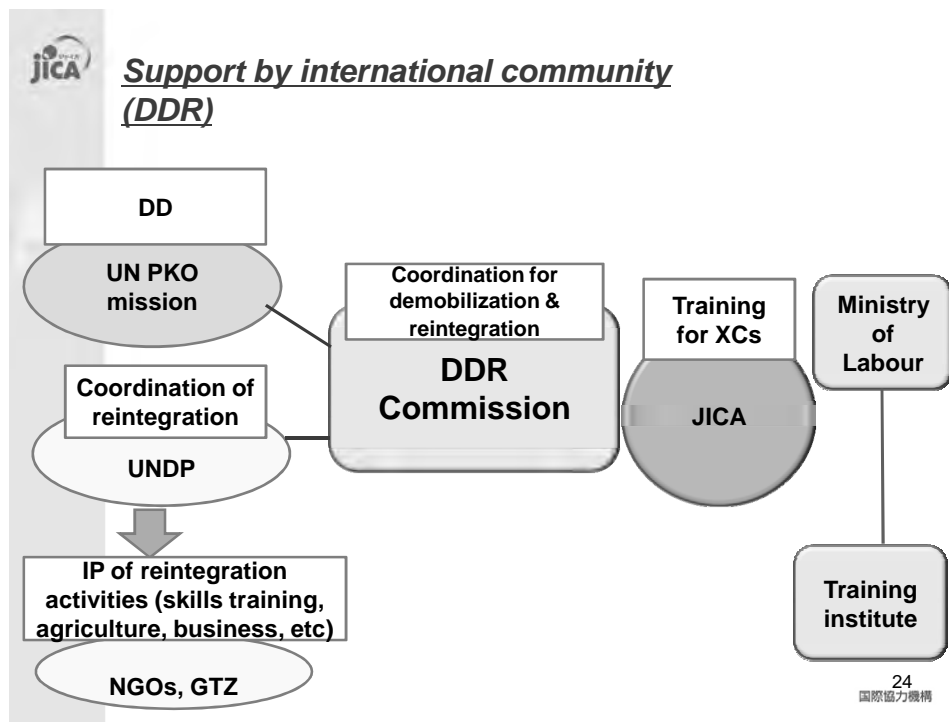
Project Output

71% of graduates are either employed or self-employed 6 months after completion of the training





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Lessons Learned

1. Responding to the economy in transition

- Changing labour market demands
 ⇒ monitor the changes, and carry out new training courses as pilots/trials
- ⇒ courses with high employment rate were hotel service, refrigeration & AC, electrical, construction

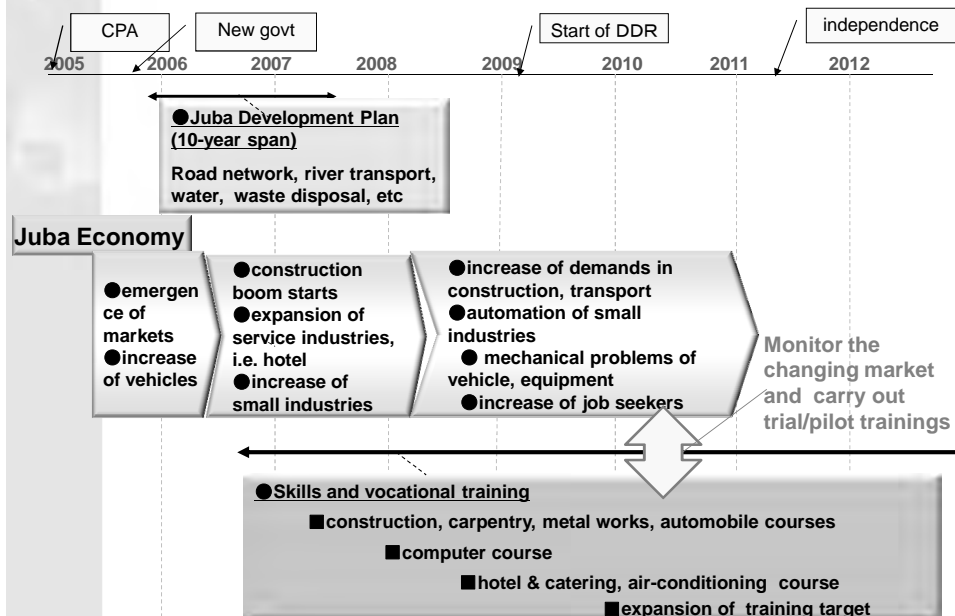


Electrical course

- Mismatch between the traits with high priority from reconstruction perspective vs. occupations sought by youth
 ⇒ sensitization ... (i.e. theatre groups)

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Political/Economical situations vs. JICA's assistance





Lessons Learned

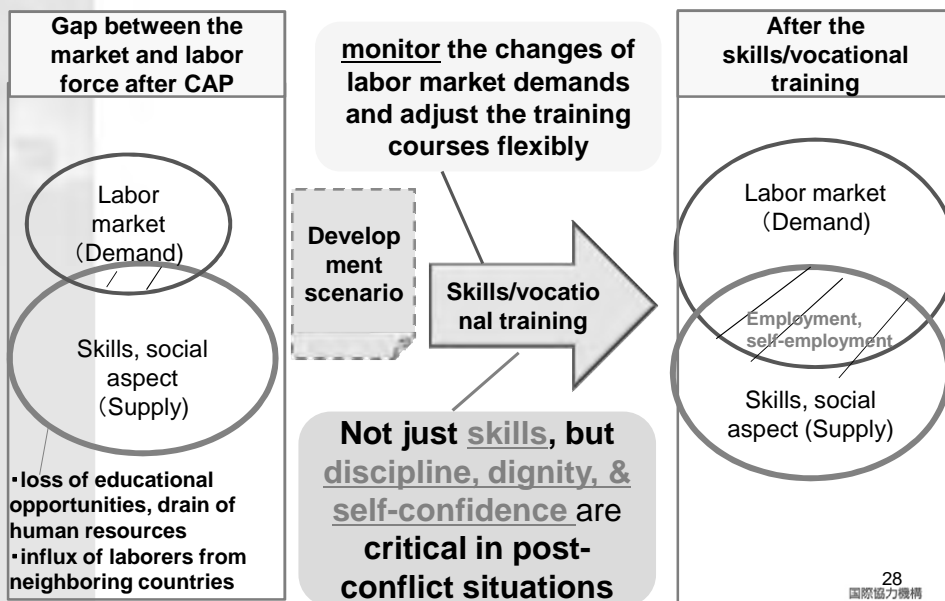
2. Adjusting to post-conflict environment and restoring dignity and self-confidence

- “obstacles to employment are not just skills but habits, discipline, and work ethics” (by local industries)
- ⇒ Insertion of life/career planning, entrepreneurial training, interview tips, etc
- ⇒ highly evaluated by ex-trainees

- Self-confidence as the achievement of training
 - “I can support the family now” (by ex-trainee)
 - “I see positive change inside me in terms of thinking and actions” (by ex-trainee/ XC)



Bridging the labor market and local human resources





Lessons Learned

3. Importance of social harmony and social reintegration

As impacts of training, trainees are giving importance to the following.

- “cooperation with each other has been quite valuable experience, esp. between XCs and ordinary population
- “Understanding among trainees of various background have been enhanced”



Rwanda:
The Project for Strengthening the Capacity
of Tumba College of Technology

Rwanda : Knowledge-based Economy & TVET

- Landlocked country with poor natural resources
- High population density

↓

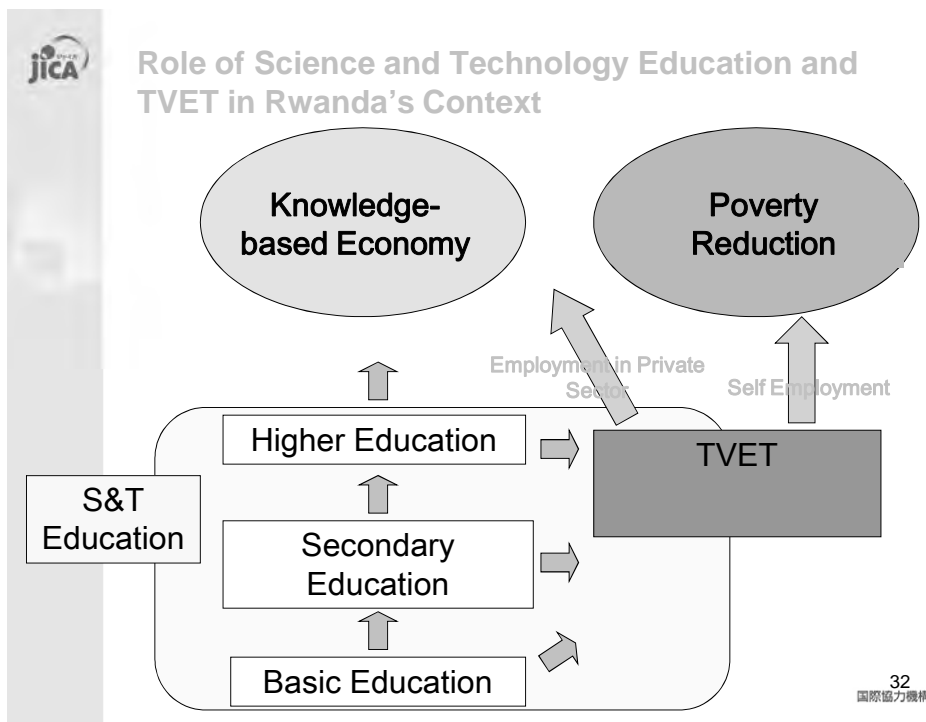
VISION 2020 : Knowledge-based economy

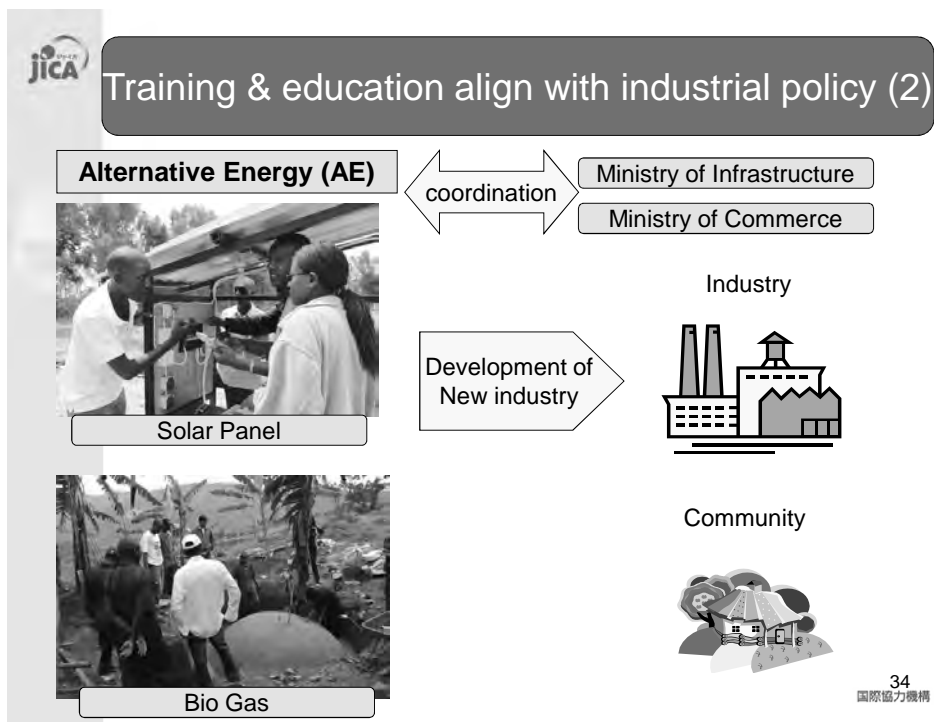
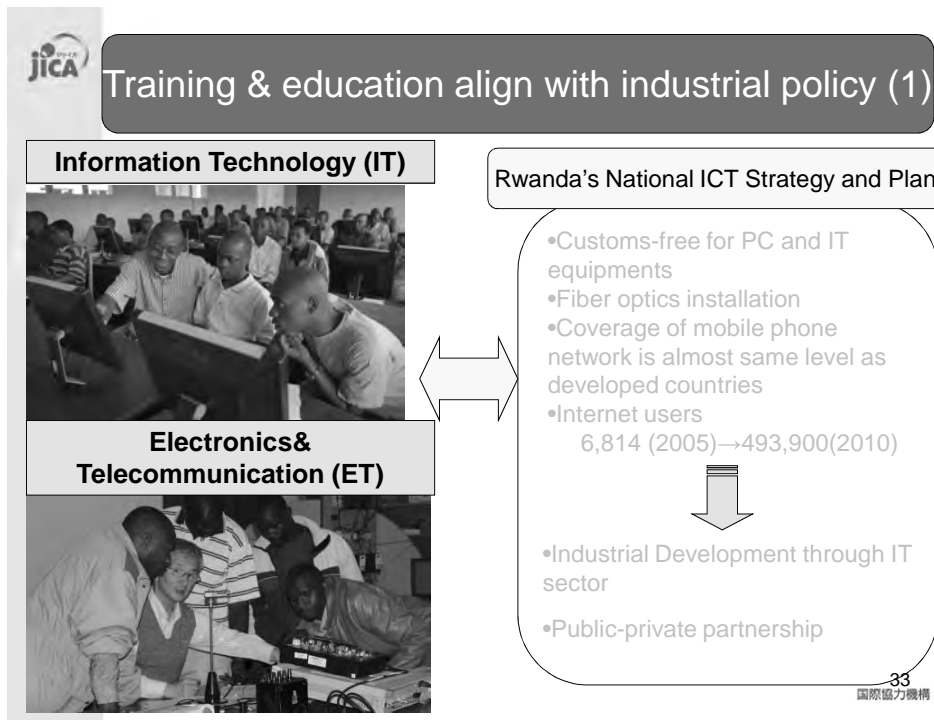
- Agricultural workforce: 90 % to 50%
- Industrial development focusing on IT sector
- Human resources development in science and technology

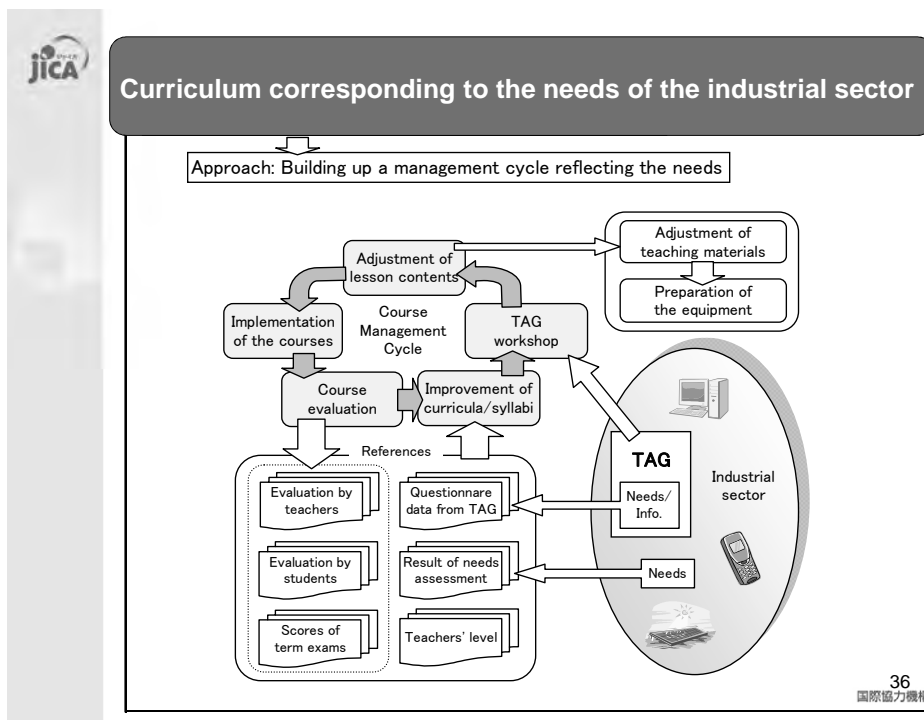
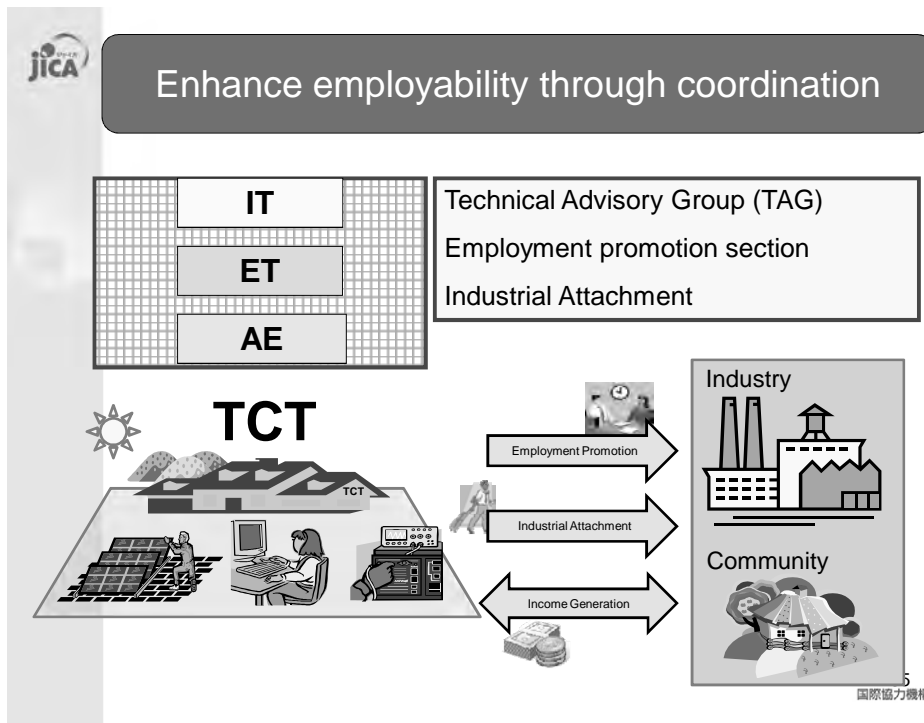
→ **Asset = Human Resources**

Challenge: **No human resources with practical technology and skills**

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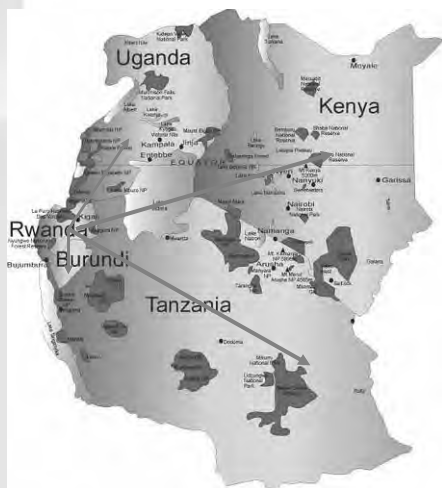








Consistency of curricula and qualification framework within EAC



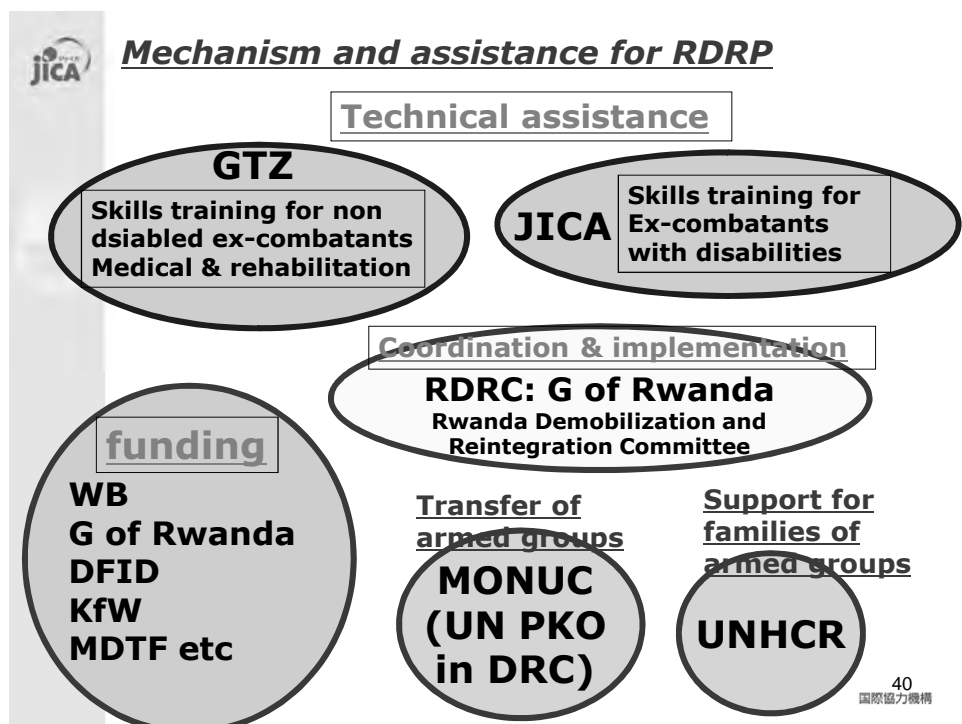
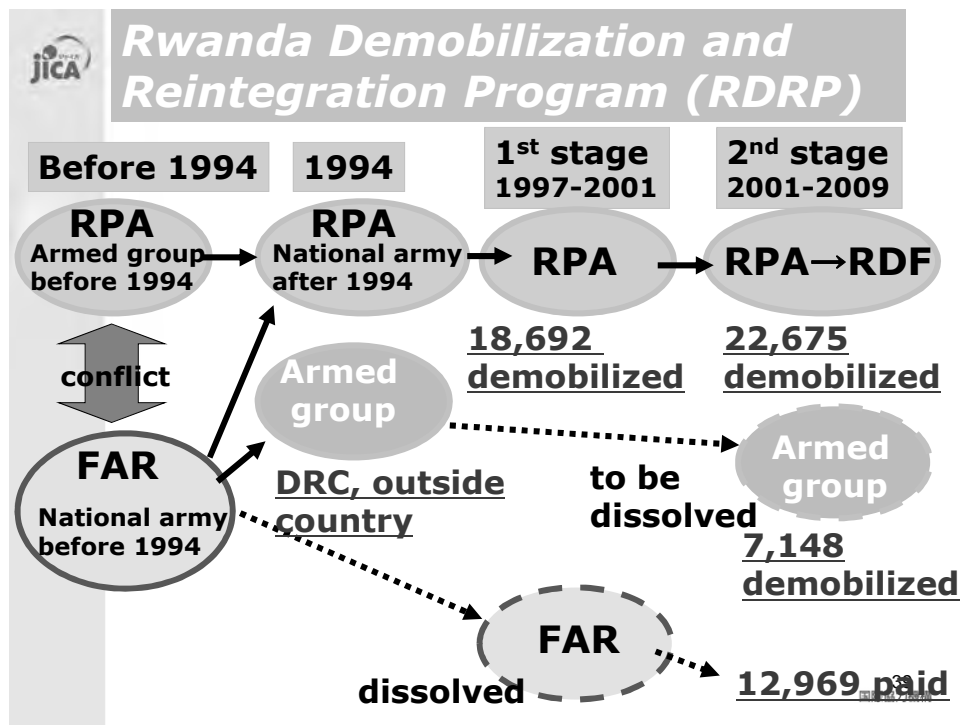
- Development of National Qualification Framework
- Credit transfer system within the region
- Sharing information with technical education institutions in the region through other JICA's projects

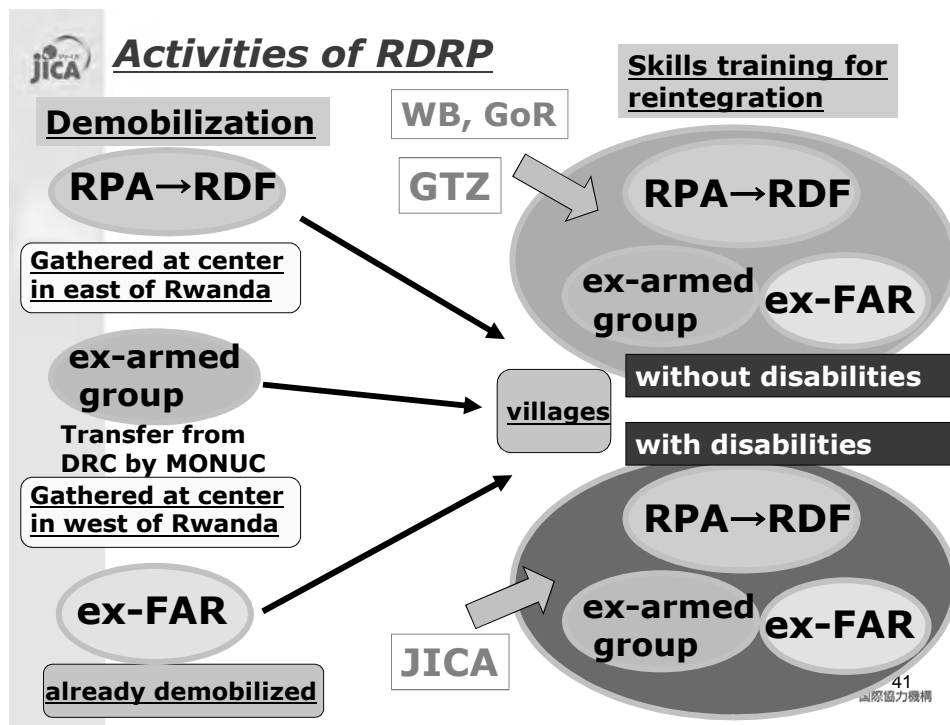
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Rwanda:
Project on Skills Training for the Reintegration of Demobilized Soldiers with Disabilities

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Contribution by RDRP

- promote reconciliation through distribution of benefits for ex-RDF and ex-FAR soldiers as well as ex-armed group combatants
- promote disarmament and repatriation of armed group members in DRC
- transform military expense to budget for social and economic development
- appeal internally and externally shifting from the country at "conflict" to "normal"



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Responding to vulnerable



Particularities of ex-combatants with disabilities

- ex-RPA combatants with disabilities feel Government owes them compensation of disabilities

- ex-armed group combatants were new to the current state system (fled outside in 1994), disabilities make more difficult for reintegration



1. Disability is not inability. Occupying idle disabled ex-combatants in skills training can reduce accumulation of frustration and discontents.
2. Some ex-combatants with disabilities were more active and enthusiastic than non-ex-combatants with disabilities, which gave positive impact on the course for general people with disabilities



Other unexpected outcomes

- By mixing different origins (RPA, FAR, armed groups) of ex-combatants in the skills training course, promotion of reconciliation was observed. Some associations run by the graduates of the skills training course consist of mix of different origins.
- Even reconciliation with civilians (i.e. reintegration of ex-combatants) was achieved. The project obliged to include civilians when the graduates set up the associations.

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Reintegration with civilians

Ex-combatants
With disabilities

civilian



**After graduation, forming association
of tailoring together with civilians**



Leading transition from reconstruction to development

Ex-combatants with disabilities

Entry point

Reconstruction

Data (place of residence, category of disabilities etc) was recorded when demobilized

through supporting ex-combatants with disabilities

- relationship w training centers, organizations supporting ppl w disabilities is built
- administrative capacity of local government is improved (data management, reception of beneficiaries etc)

Development

Expanding support to civilians w disabilities, utilizing know-how gained by supporting ex-combatants



Activities with Disabled People's Organizations





Lessons Learned in skills and vocational training

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Lessons learned in skills and vocational training

- 1. Require national and regional development scenario**
- 2. Not just skills, but social and psychological impact is important**
- 3. Set training targets from viewpoint of statebuilding and people's lives**
- 4. Development of local system (training function, people's organization)**

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3. Community Development

3-1 DRC:

Community Development Plan in
Cataractes District, Bas-Congo
Province

3-2 Northern Uganda:

Community Development for Promoting Return and
Resettlement of IDP

3-3 Issues and Lessons Learned

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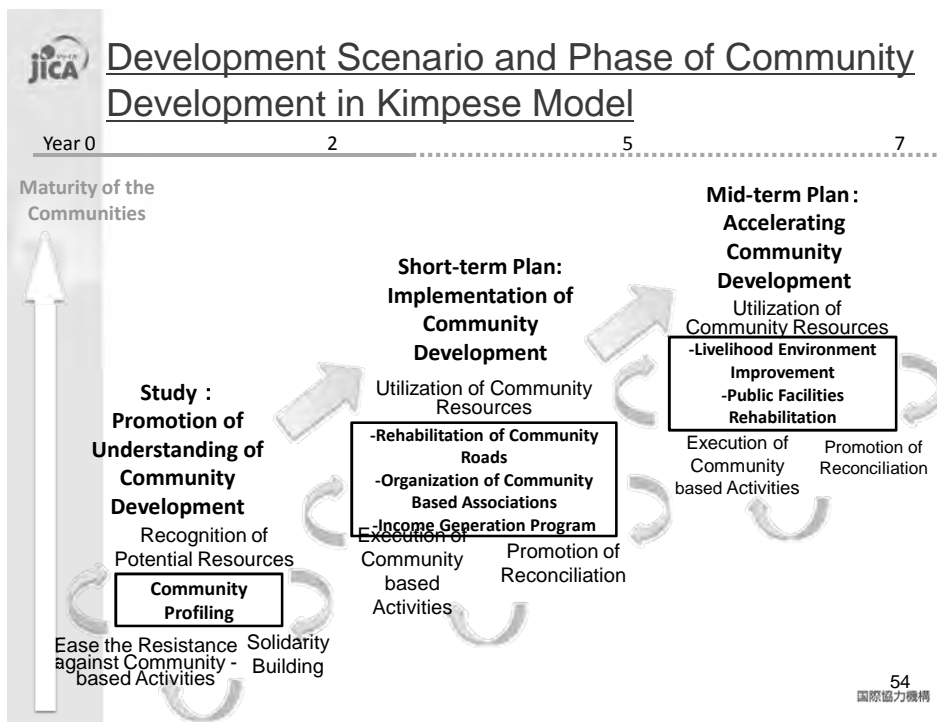
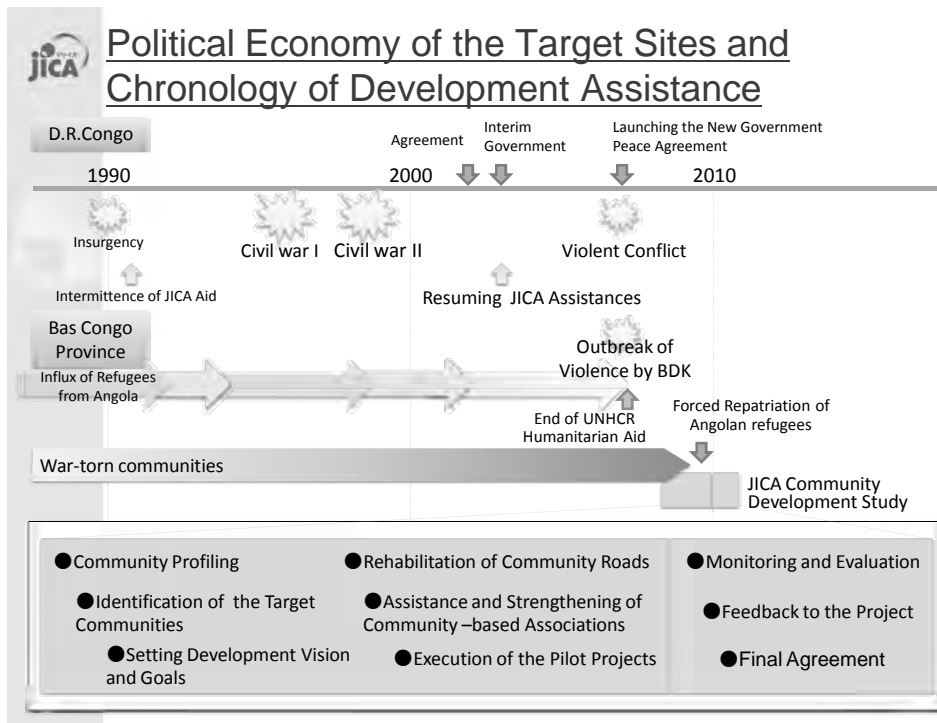


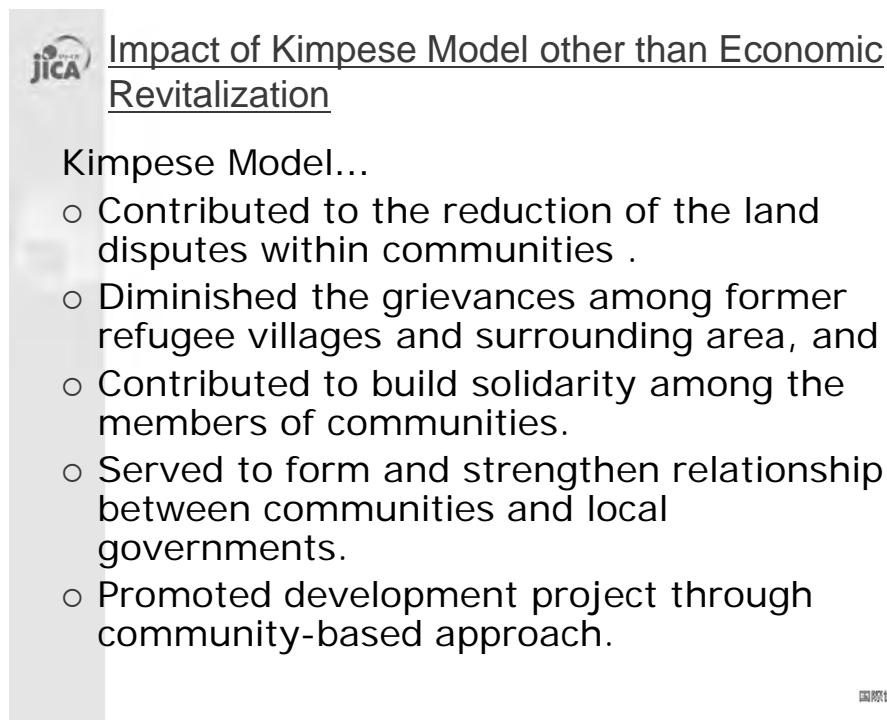
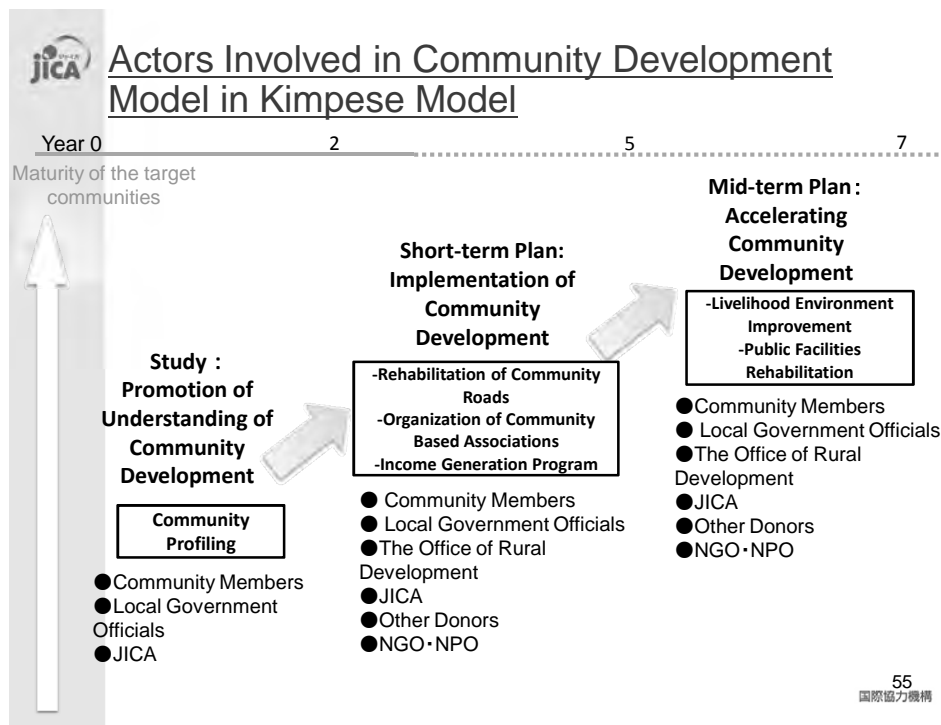
Community Development

<Case Study>

**Democratic Republic Congo:
The Study on Community Development
Plan in Cataractes District, BAS-CONGO
Province**

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JICA **Impact of Kimpese Model**

Part of the Implemented Projects

Output of OIP's

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JICA **Vertical and Horizontal Replication of Kimpese Model**

Replication of Kimpese model in Bas Congo province

Continuous Monitoring and Feedback to Development Plan

Replication in the Eastern Region and Other Provinces



Community Development

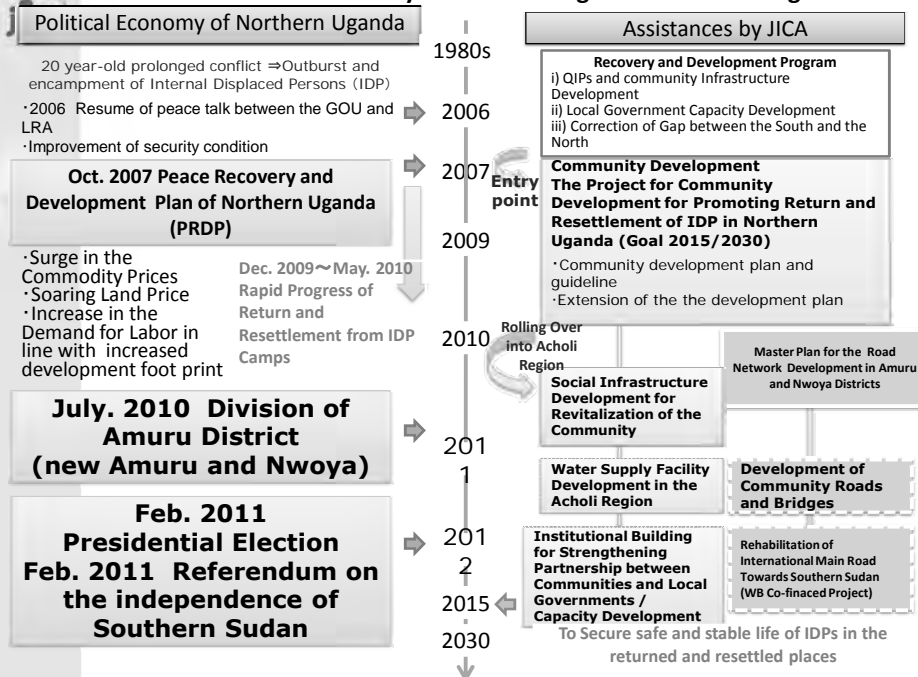
<Case Study>

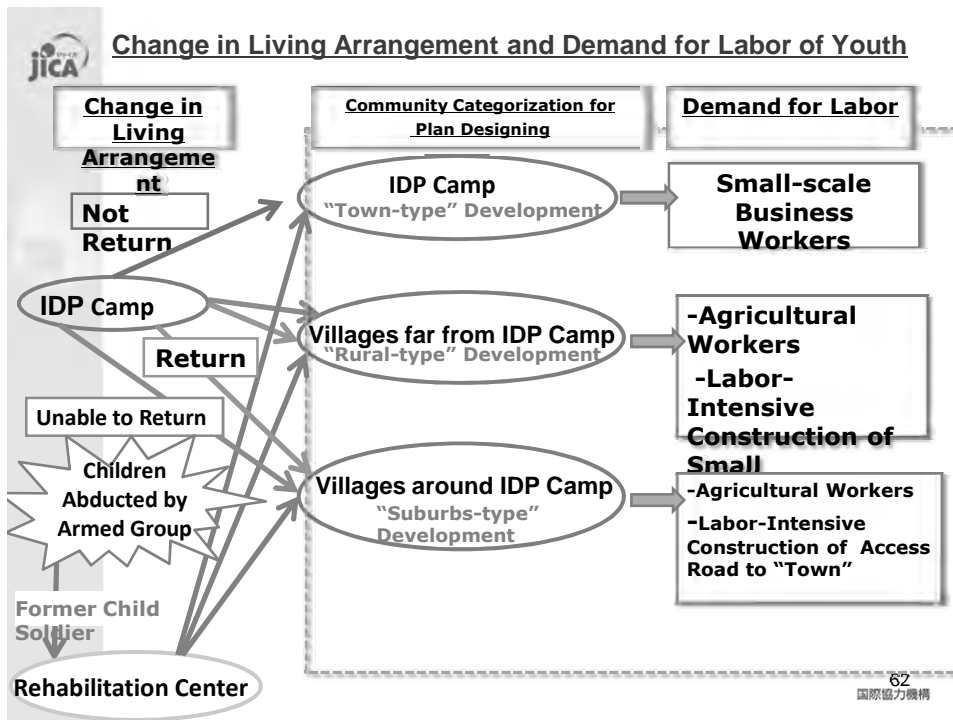
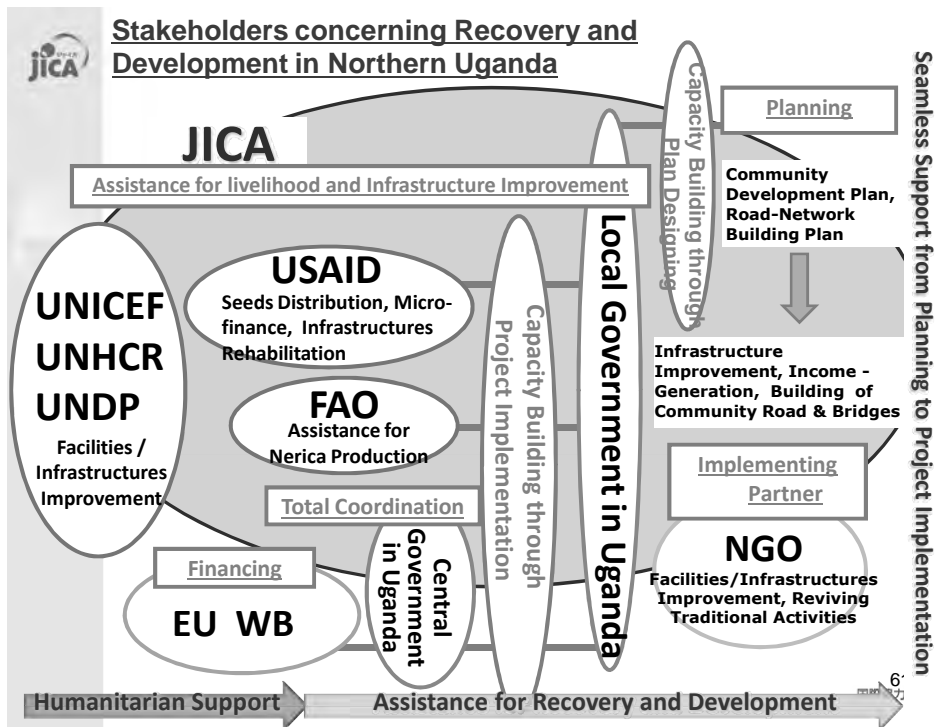
Uganda:

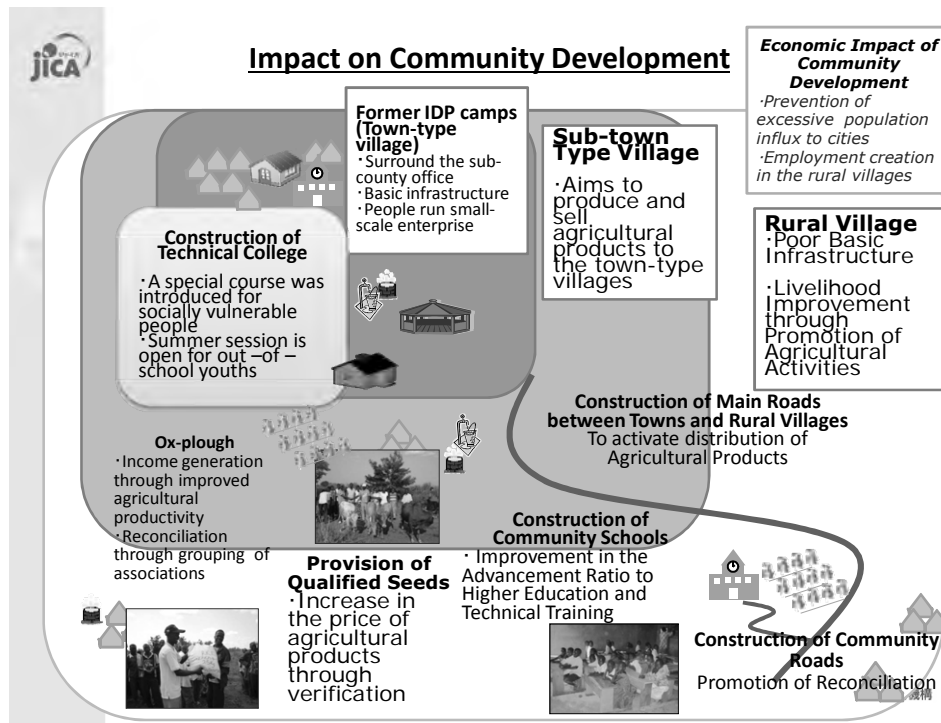
Community Development for Promoting Return and Resettlement of IDP

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Shift in the Political Economy of Northern Uganda and JICA Program







Lessons Learned in Community Development



Lessons Learned **in Community Development**

1. Necessity of Community Profiling
2. Importance of Community Roads
3. Organizational Structure
4. Secondary Products in Production Activities
5. Consideration toward Extremely Vulnerable Individuals
6. Mutual Understanding Arising from an Outside Assessment of Local Resources
7. Land Problems

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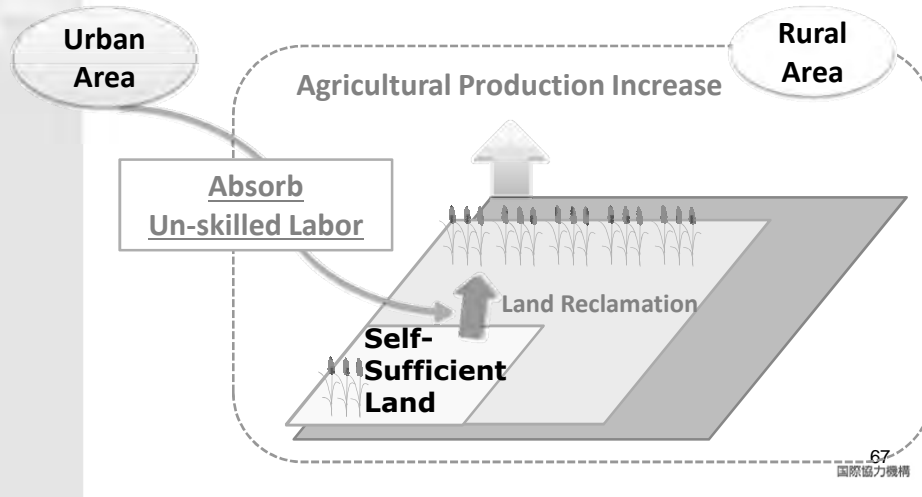
ANNEX: **Changing Demand for Labor in Urban and Rural Areas by the Stages of Agricultural Development**

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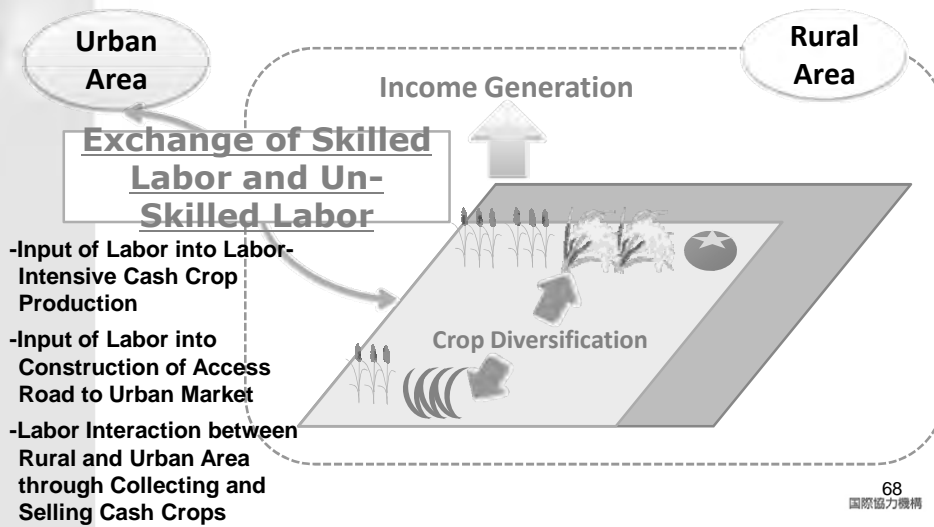
Changing Demand for Labor in Urban and Rural Areas by the Stages of Agricultural Development

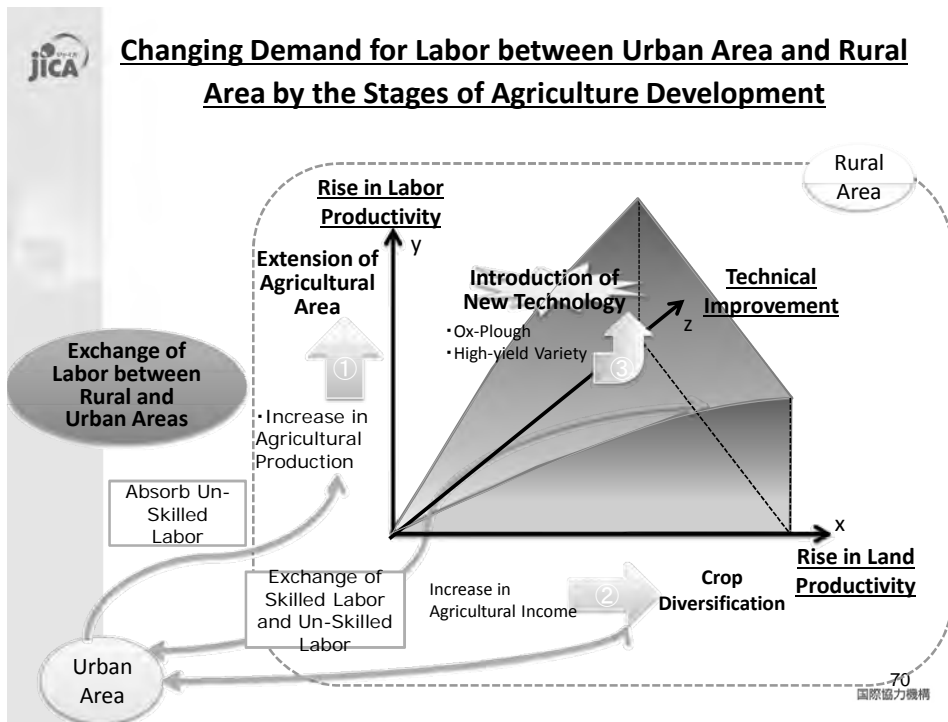
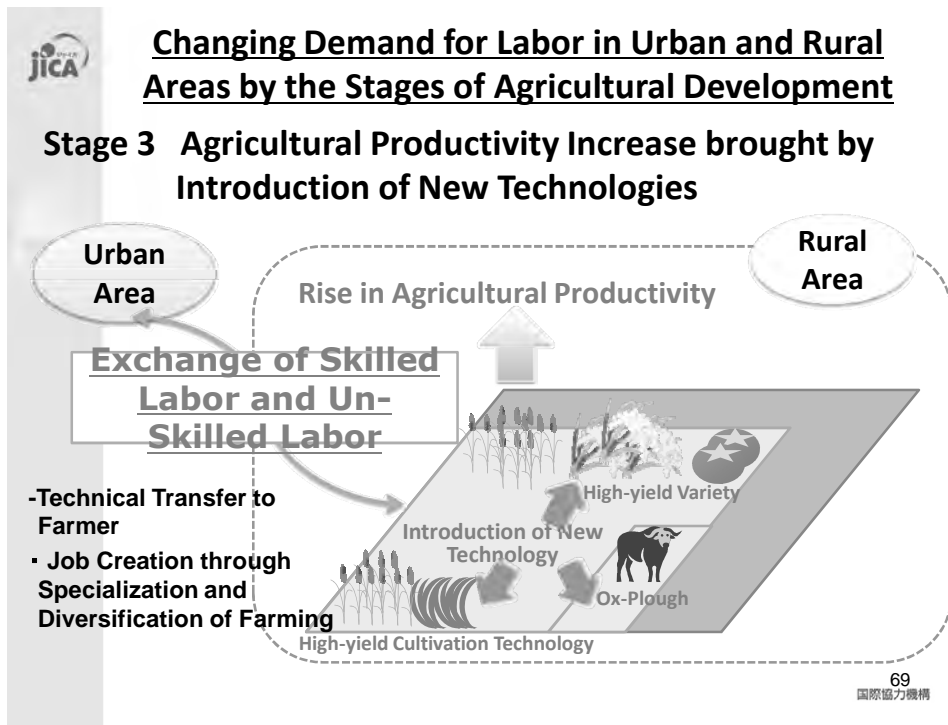
Stage 1 Agricultural Production Increase by Land Reclamation



Changing Demand for Labor in Urban and Rural Areas by the Stages of Agricultural Development

Stage 2 Growing Cash Crop for Income Generation







4. Issues and Lessons Learned

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Common context

- **Drastic change of living environment for youth and fluctuations of market demand**
- **Limited capacity of government, while confidence and trust may have been lost during the conflict**
- **Divided community with large number of vulnerable groups**

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Lessons Learned

1. **Start with national and regional development scenario**
2. **Respond to changes in living environment of youths as well as labour market**
3. **Restore social dignity as a step towards employment/self-employment**

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Lessons Learned

- 4. Approach both central/local government and community**
- 5. Importance of building community infrastructure**
- 6. Build social capital: reconciliation among communities**
- 7. Due consideration to social vulnerable people**

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5. Recommendation and Way Forward

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4. Recommendation and Way Forward

In order to more effectively bring actors on the ground together, JICA recommends that UN missions, UNCT and/or WB take lead in

- encouraging and championing post-conflict countries
- developing nationally-owned economic revitalization/ employment strategy in medium and long terms,
- establishing mechanisms to effectively gather lessons learned from actors on the ground
- identifying common indicators and collecting practical data
- identifying initiatives/programmes for job creation with quick and tangible impacts
- provide platforms to identify gaps and areas requiring intensive resource mobilization to expand job creation programmes

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Thank You !

- **Mr TAMBO Ichiro**
JICA Africa Department
- **Ms KOMUKAI Eri**
JICA Expert in Peacebuilding
- **Ms DOHI Yuko**
JICA Expert in Peacebuilding

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復興初期段階における労働市場の変化【ジュバの事例】

紛争中は、外との関係が絶たれていた状況(市場の変化無し)

和平合意締結後

市場の変化(目に見える変化)

フェーズ1では
ここに対応

●難民の帰還及び首都への人口集中 → 衣食住のニーズが急速に拡大

●近隣諸国・援助関係者の流入 → 外国人向けの新たなサービス急増
例: 今までなかったレストランやホテルが急増

●近代化 → 新しい技術が急速に流入
例: 電話や家電の流入、役所など全てタイプライター→コンピューターに

●グローバル化の波 → 突然、市場の競争に巻き込まれる
例: ウガンダ・ケニアから食料品が、中国から衣類が市場に流入

フェーズ2で対
応予定

市場の規模が急速に拡大(量)

新たな技術が急速に流入(質)

労働市場の著しい変化への対応 【ジュバの事例】

訓練全体(フェーズI)

スピードを最重視し、新たな技術ではなく、まずは市場の量的拡大に対応

訓練実施分野の選定

- ① 起業・就職に必要な要素として、技術が占める割合が低い分野 → 短期間の訓練で市場に参入できる人材の育成(例:地元向けの食堂等、家電修理は難しい)
- ② 需要が確実である、衣食住に関連する活動/分野(例:食品加工)
- ③ 復興景気により近隣諸国からの労働力が参入している分野 例:ホテル・レストラン)
- ④ 起業への就職より、起業(1人又は数人)できる分野を優先

訓練実施体制

市場の急激な拡大への対応は、公的機関よりも、NGOおよび民間との連携で実施

- 公的機関による訓練目的 → 基礎技術の取得
- NGOによる訓練目的 → 就職・生計向上

Visible changes in the market at the early stage of recovery 【case of Juba, South Sudan】

Market was isolated during the conflict

After CPA

Drastic expansion of
market (quantity)

Sudden influx of new
technology (quality)

1. Returnees and concentration of population to Juba → Drastic increase of demands in food, housing and clothing industries
2. Influx of foreigners from abroad/neighboring countries → Sharp increase of demands for new services e.g. restaurants, hotels
3. modernization → Influx of new technology e.g. telephone, household appliance, computers
4. globalization → Suddenly 'in the middle of market competition' e.g. food products from Uganda & Kenya, clothes from China

Phase I

Phase II

Selection of fields of training at early stage of recovery 【case of Juba, South Sudan】

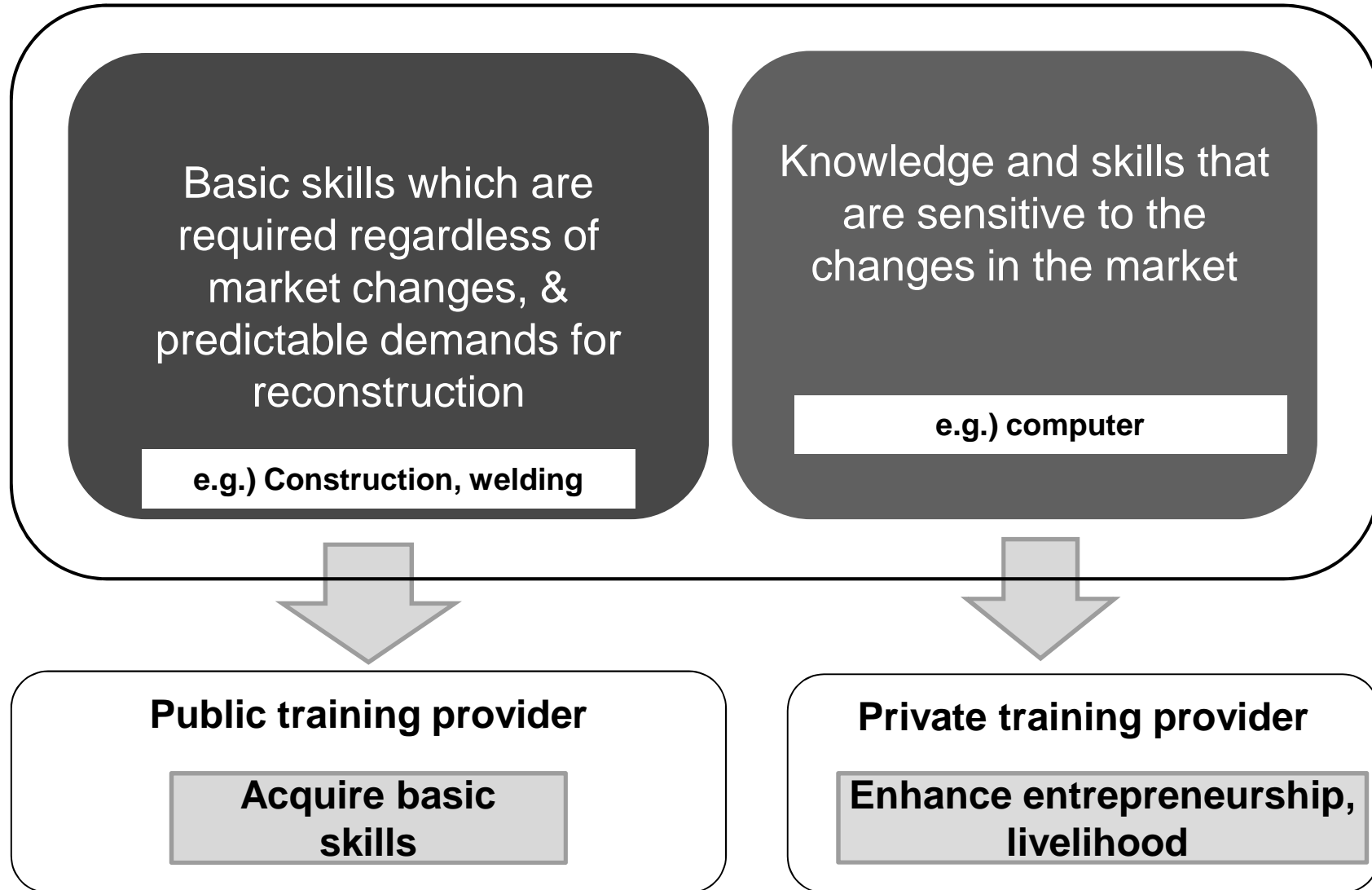
- ❑ food, housing and clothing industry, as fields with definite demands e.g.) food processing
- ❑ industries filled with labour force from the neighboring countries e.g.) hotels, restaurants
- ❑ Traits which require less portion of skills (possible to enter the market with short courses)
- ❑ Self-employment, rather than employment



On top of;

- ❑ Basic skills required for building the nation, regardless of market changes e.g.) construction, welding, etc

Target of capacity building 【case of Juba, South Sudan】



紛争影響国における協力案件で観察された副次的効果

職業訓練・技能訓練

- 職業・技能の向上
- 就職・生計向上

本来の効果

コミュニティ開発

- コミュニティにおける生活向上

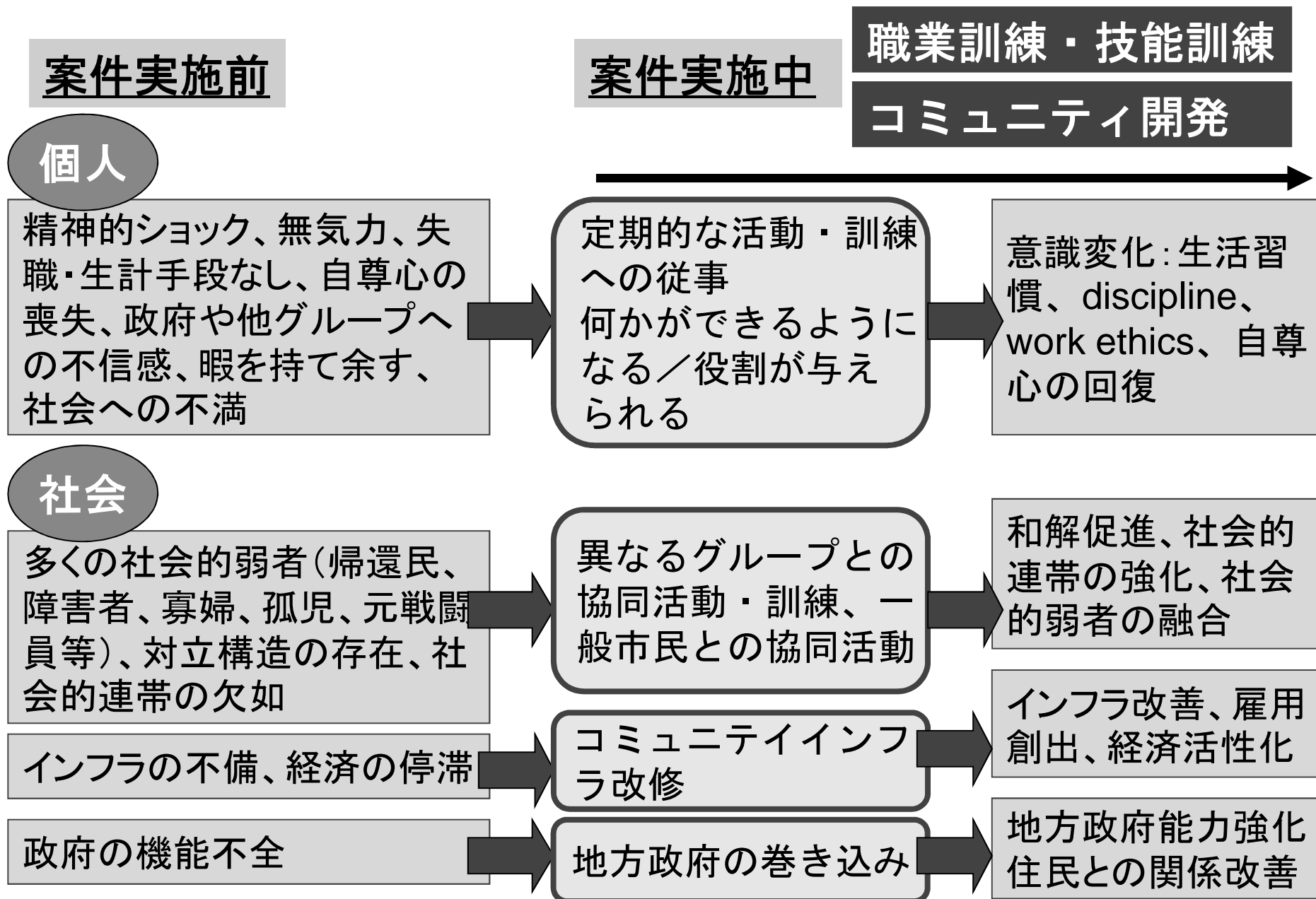
紛争影響国：人々の喪失感、規律の損失、社会的連帯が脆弱、対立グループの存在、社会的弱者・元戦闘員等の存在、コミュニティインフラの損失、行政機関が脆弱、経済活動が停滞

副次的効果

- 受講者の意識変化：生活習慣、discipline、work ethics、自尊心の回復
- 訓練受講自体が平和や安定を受講者に与える
- 社会的連帯の強化、和解促進、障害者や元戦闘員の社会復帰促進
- 社会の不安定要因（失職者の不満）の縮小

- コミュニティ活動を通じたコミュニティ構成員の意識変化：discipline、自尊心の回復
- 社会的連帯の強化、和解促進、社会的弱者の受容
- コミュニティと地方行政機関との関係構築
- コミュニティ道路・橋梁の整備を通じた雇用促進、コミュニティ内外の人・物資の移動、経済活動の活性化

実施プロセスにおける副次的効果の発現



副次的効果を意図的に発現させるには - 1

紛争影響国においては、技能訓練・職業訓練でも、コミュニティ開発でも、伝統的な「本来の効果」だけでは、不十分



「副次的効果」として観察された諸事項について、プロジェクトデザインの際や、プロジェクト実施中のプロセスにおいて、意図的に「副次的効果」を発現させるよう工夫することが肝要

具体的方策

1：紛争影響国における協力では、受益者の特定が鍵となる

- コミュニティ開発では構成員の特性を把握することが重要、技能訓練・職業訓練においても、対立グループの協同活動の場、元戦闘員や障害者、帰還民が一般市民と協同活動する場に位置づけることにより、和解促進に寄与することが可能となる

副次的効果を意図的に発現させるには - 2

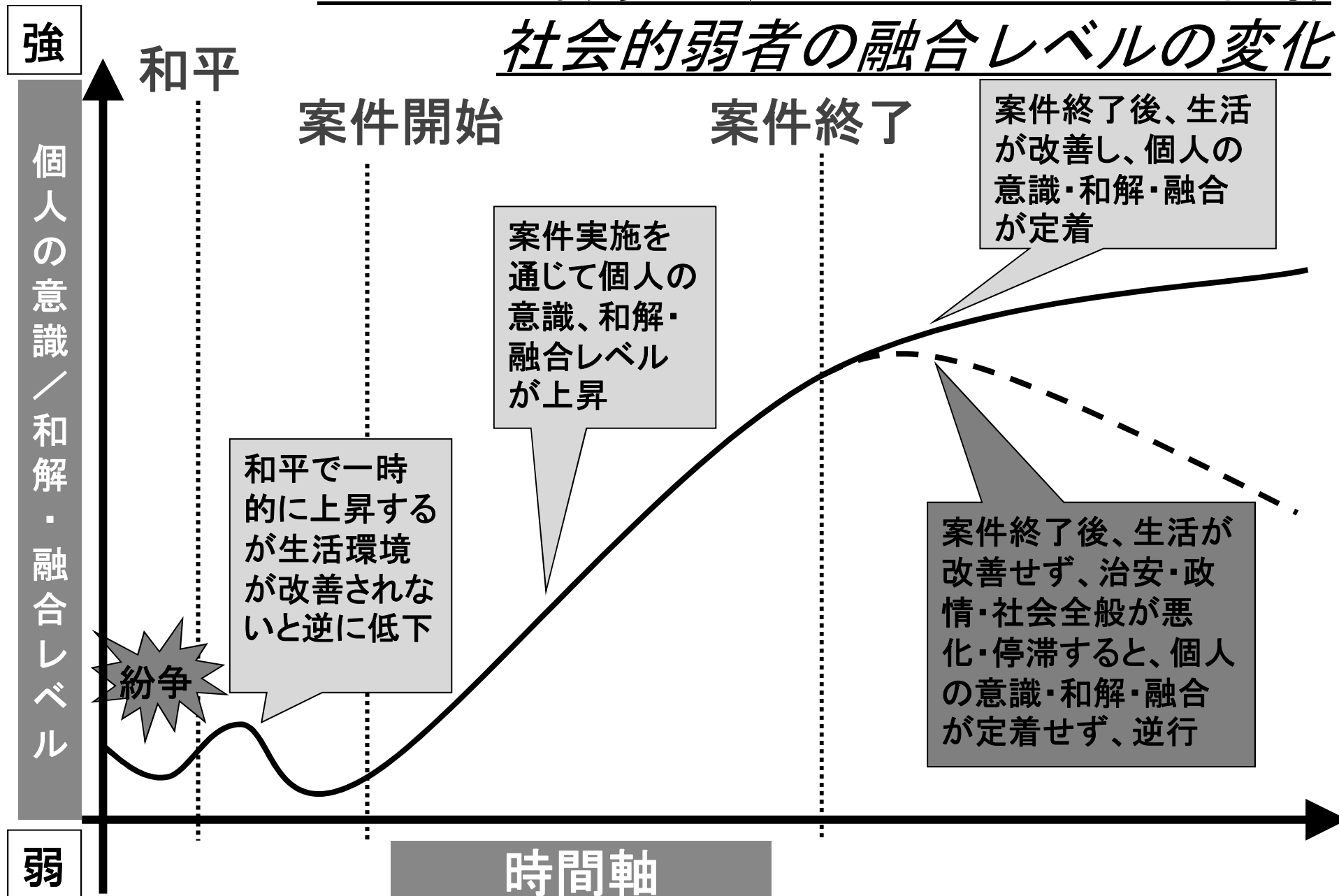
2：紛争影響国における協力では、プロジェクトの結果だけではなく、実施中のプロセスの重要性が高まる

- 何もすることがなかった状態から何かに従事する状態になること自体に大きな意義あり⇒意識変化につながる
- プロジェクト関係者が受益者を緊密にモニタリングすることにより、脆弱な精神状況の受益者のドロップアウトを予防し、意識変化を促す
- それまで交流のなかったグループ（高齢者と若年層、紛争中对立していた民族、障害者等の社会的弱者、元戦闘員、帰還民等）の間で関係構築・和解促進がなされる⇒社会的連帯が強化される

3：地方政府の能力向上、地方政府とコミュニティとの関係構築は、自立発展性の確保と安定した社会の構築のために重要

4：コミュニティインフラの改修は、多面的な効果（インフラ整備、雇用促進、経済活性化等）を発現する

個人の意識変化、対立グループの和解 社会的弱者の融合レベルの変化



Additional output observed in JICA's intervention

Vocational/skills training

- Improvement of skills
- employment/ income generation

Community development

- Improvement of livelihoods in community

Expected outcome

Conflict affected countries : depression among people, divided communities, fragile government administration, existence of vulnerable/ex-combatants, economic stagnation, etc

Additional outcome

- Psychological changes (lifestyle, discipline and work ethics, restoring dignity)
- Sense of peace
- Strengthening social cohesion, enhancing reconciliation or reintegration of ex-combatants/ persons with disabilities
- Mitigating conflict factor (discontent of the unemployed)

- Psychological changes (discipline, restoring dignity)
- Strengthening social cohesion, promotion of reconciliation, reintegration of the vulnerable people
- Trust building between community and local authorities
- Employment creation, facilitation of movement(people, goods) through community infrastructure development

To ensure the intervention brings additional outcomes-1

Conflict affected situations need more than “conventional expected outcomes” in vocational/skills training and community development programs



Issues to be considered

1. Selection of beneficiaries is the key

<community development>

- **Understand the profile of community(e.g. characteristics of members)**

<vocational/skills training>

- **Provide opportunities for joint work among different groups (ethnic, tribe etc)**
- **Provide joint training opportunities for ex-combatants, returnees, persons with disabilities etc with others**

To ensure the intervention brings additional outcomes-2

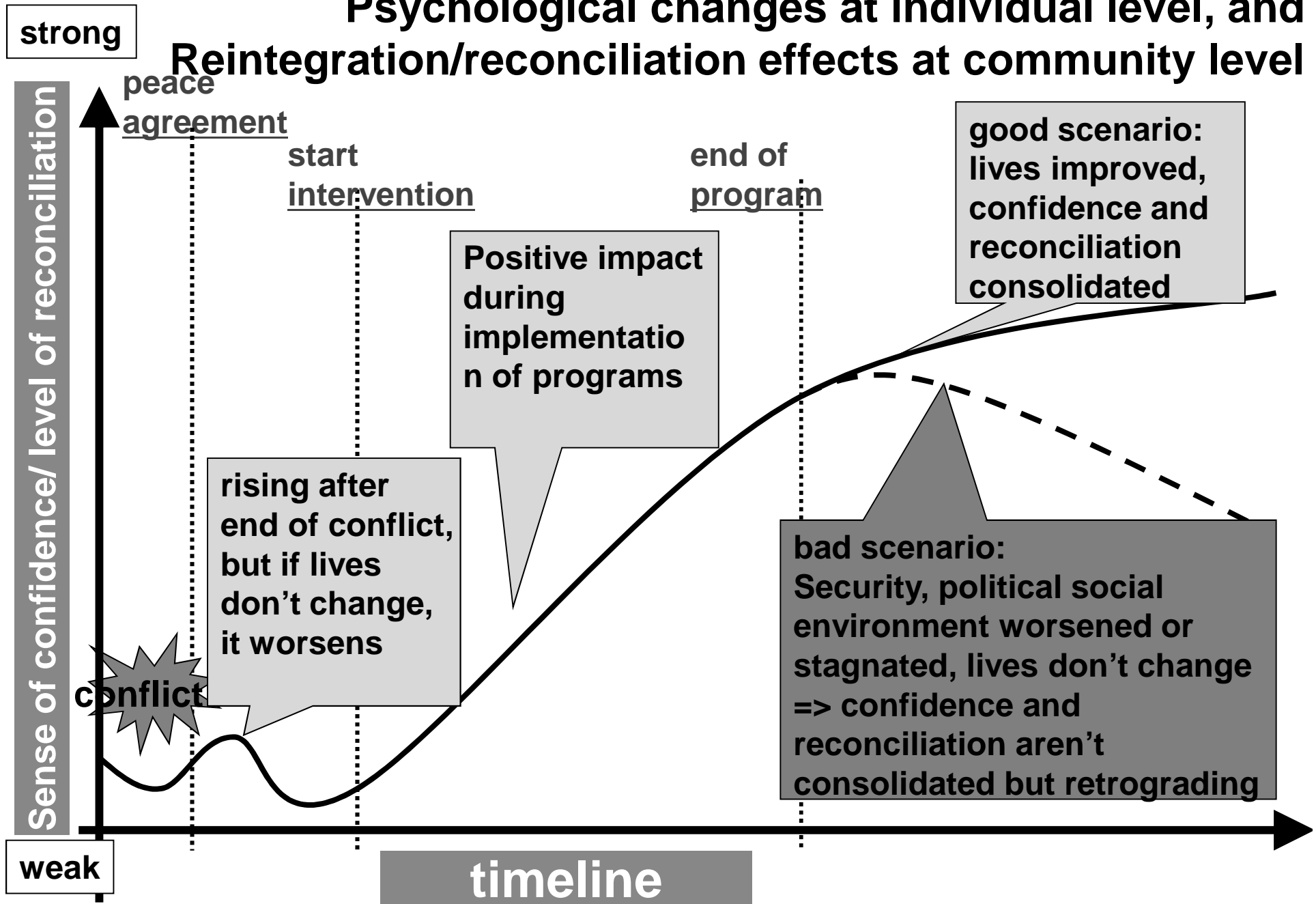
2. Not only the output, but the implementation process is vital

- Being engaged in training or community works can bring about psychological change
- By closely monitoring the beneficiaries , it is possible to prevent the drop-out, and enhance positive psychological change
- Through the joint work, trust building and reconciliation can be promoted among various groups(elders and youth, groups in conflict, socially vulnerable), hence can strengthen social cohesion

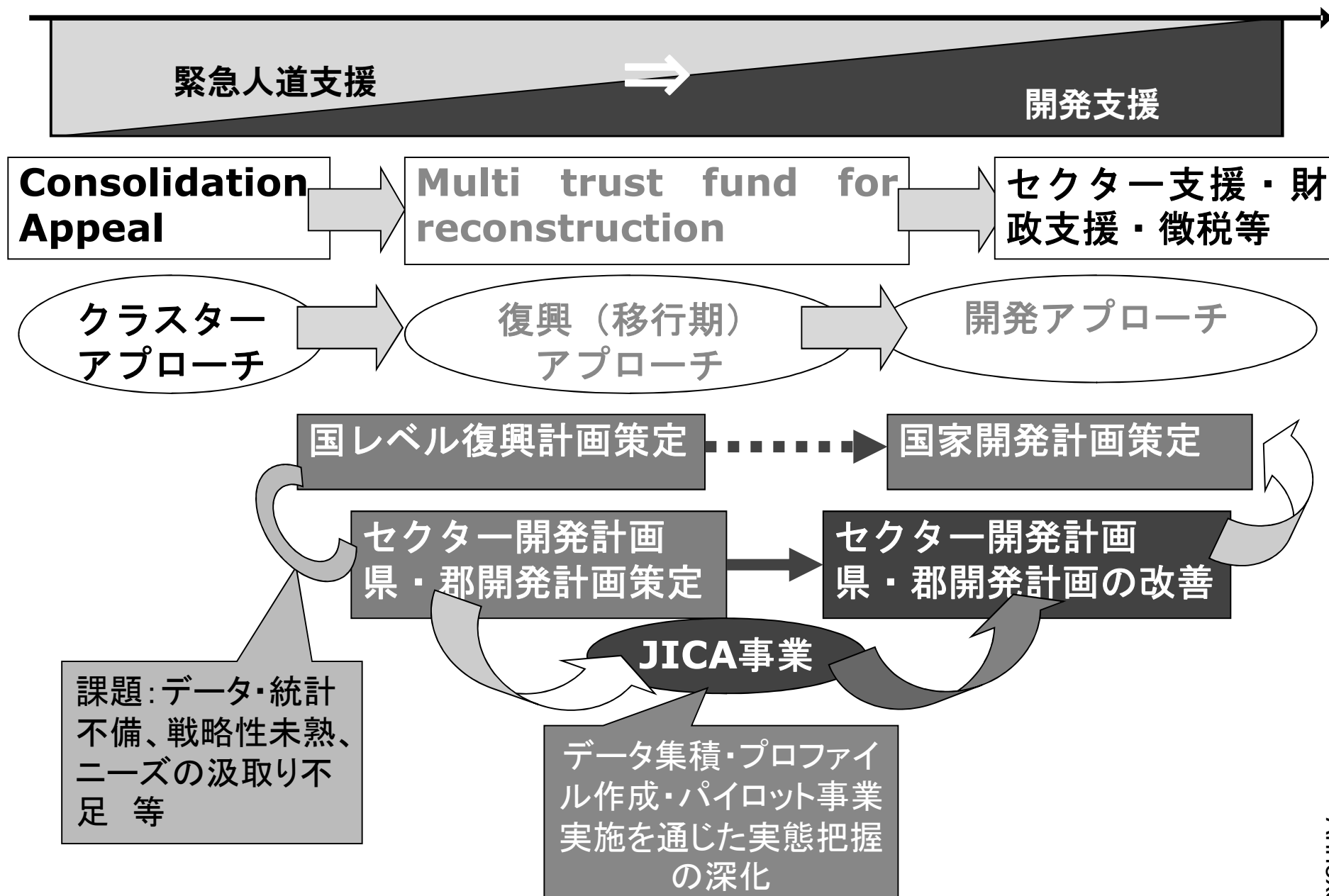
3. Capacity building of local government itself is crucial for building confidence between local government and community.

4. Rehabilitating community infrastructure (i.e. community road) is instrumental in bringing about multi- dimensional effects, including employment creation and vitalization of economic activities.

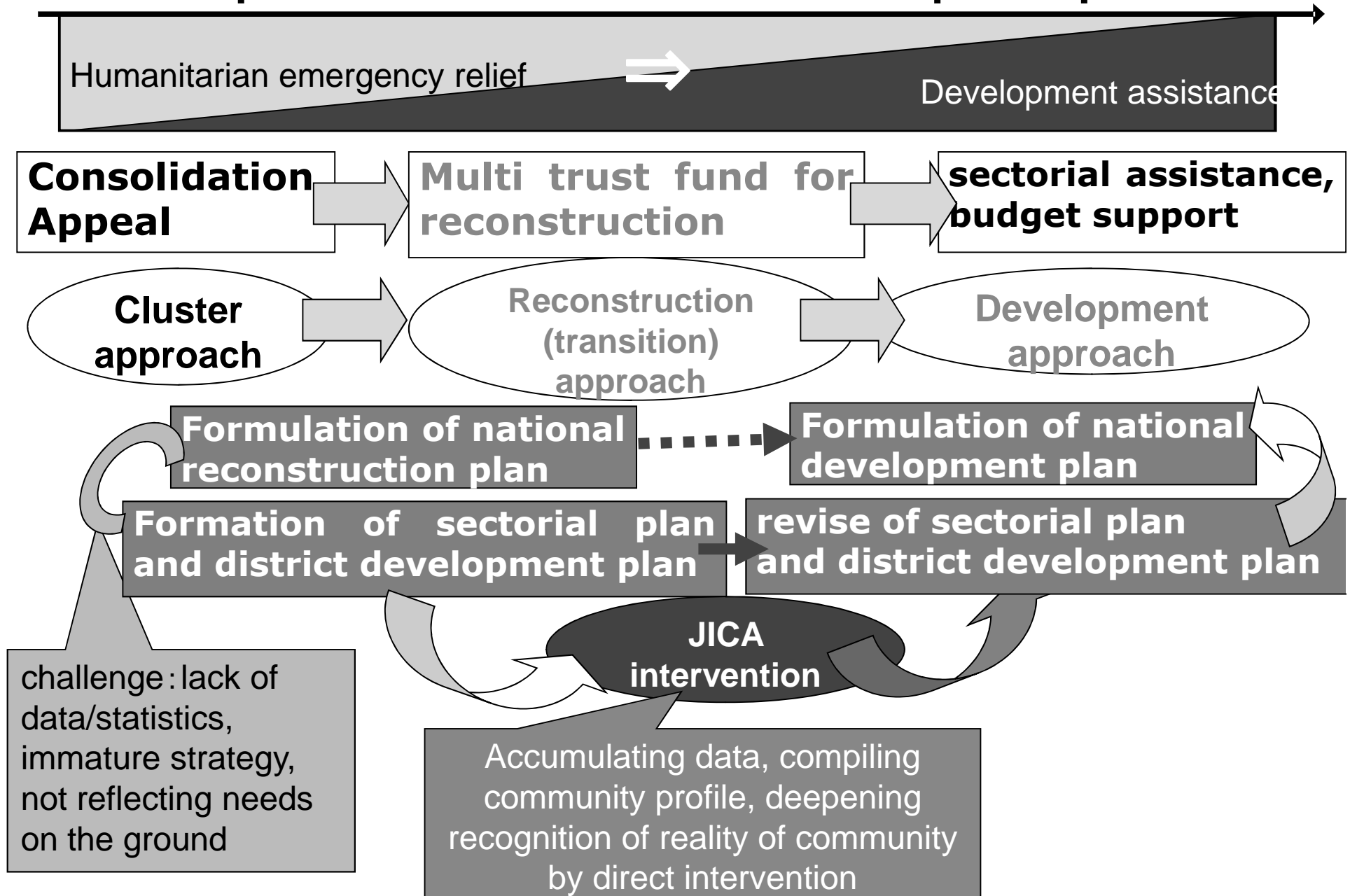
Psychological changes at individual level, and Reintegration/reconciliation effects at community level



紛争後復興期の支援モダリティの移行と開発計画



Transition of assistance modality in post conflict period and formulation of development plan



**JICA Project Case Studies
at the United Nations Peacebuilding Commission**

Economic Revitalization and Youth Employment for Peacebuilding

Outline

- 1. Introduction**
- 2. Skills and Vocational Training**
 - 2-1 Southern Sudan: “The Project for Improvement of Basic Skills and Vocational Training in Southern Sudan” (Juba)**
 - 2-2 Rwanda: “The Project for Strengthening the Capacity of Tumba College of Technology”**
 - 2-3 Rwanda: “The Skills Training for the Reintegration of Demobilised Soldiers with Disabilities”**
 - 2-4 Issues and Lessons Learned in regard to Skills and Vocational Training for Peacebuilding**
- 3. Community Development**
 - 3.1 Democratic Republic of the Congo: “The Study on Community Development Plan in Cataractes District, BAS-CONGO Province”**
 - 3-2 Northern Uganda: “Acholi Sub-region Recovery Program”**
 - 3-3 Issues and Lessons Learned on Community Development in Peacebuilding**
- 4. Issues and Lessons Learned: JICA’s Experience**
- 5. Recommendation and Way Forward**

Introduction of JICA Project Case Studies at the United Nations Peacebuilding Commission

Economic Revitalization and Youth Employment for Peacebuilding

1. Introduction

- JICA is an organization providing bilateral assistance. For this presentation, I would like to introduce examples of cooperation that were implemented in conflict-affected countries, as well as extracted issues and lessons learned from the implementing organization's point of view.
- JICA provides cooperation projects world-wide in Asia, the Middle East, South and Central America, Europe, and Africa. Originally, focus had been placed on Asia from a geopolitical standpoint, but in recent years, cooperation has been expanded to Afghanistan and various African countries.
- There are differences in the level of development and cultural backgrounds depending on the targeted region or country. When it is also a conflict-affected country, the subsequent method of support provided by the international community also varies with the differing conditions of the conflict. Since we are not a sector-specialized agency, the scope of our work and cooperation fields is wide-ranging including infrastructure, the social sector, governance, and community development. While narrowing the cooperation content, conflict assessment is conducted. After understanding the root causes of conflict and peace-promotion factors specific to that country, we work to decide the field for cooperation and region. Process of mainstreaming conflict assessment into our cooperation is described below. (Comprehension of conflict factors → Examination of support fields, activities, and regions to effectively control those conflict factors → Making thorough considerations to avoid aggravating conflict factors)
- In many conflict-affected countries, economic revitalization and youth employment are often important issues from the aspect of preventing conflict reoccurrence. However, in the process of determining areas of cooperation (place, target people, activity content, implementation approach), conducting the conflict assessment mentioned above is crucial.
- As for JICA's cooperation projects contributing to "economic revitalization and youth employment" in conflict-affected countries, there have been many operations in the development of large-scale infrastructures, and we have accumulated a reservoir of expertise. However, for this presentation, we will cover "skills and vocational training," which has the aspect of developing human resources sent into the labor market, and "community development," which plays a role in the promotion of securing jobs in rural areas, thereby preventing an influx of human resources into cities. After introducing five specific cases of cooperation for two sectors, we will extract issues and lessons learned based on the project experience in the fields. Additionally, we will elaborate on

the issues and lessons learned in economic revitalization and youth employment for peacebuilding, and finally offer advice for future efforts in those fields.

2. Skills and Vocational Training

Youth in post-conflict countries often do not have the opportunity to receive vocational training, let alone the freedom to choose their occupations during the conflict. When supporting skills and vocational training in these conflict-affected countries, not only is it important to look at employment or self-employment rates, but also to address the social and psychological aspects of youths including restoration of dignity, motivation and self-confidence. It is also necessary to create relationships among young people, and between youth and the local community. From these standpoints, case studies of skills and vocational training assistance in southern Sudan and Rwanda are introduced below.

2-1 Southern Sudan: “The Project for Improvement of Basic Skills and Vocational Training in Southern Sudan” (Juba)

(1) Background

Southern Sudan has experienced civil war over a span of more than 20 years. Due to the loss of educational opportunities and an outflow of citizens to other countries, the number of skilled laborers is significantly limited, and a large portion of laborers involved in reconstruction works are from neighboring countries. In order for reconstruction to lead to local economic development, training local mid-level carder of technician g who can be involved in the reconstruction works is essential.

(2) Assistance from JICA

One year after a peace agreement was signed, and 3 months after the establishment of a new government, JICA assisted the government in preparing a 10-year development plan for Juba city and the surrounding areas. In addition, JICA has provided assistance by training the core human resources required for reconstruction, while at the same time trained other population for enhancing stable income generation. The first approach is development-oriented, aiming at capacity development of existing public vocational training center, which had been closed for more than 20 years of civil war. It included retraining instructors who lost knowledge and skills during the conflict, strengthening the managerial capacity of the center, and establishing a certification system. The second approach aims at meeting the short-term needs of the community in collaborating with non-formal, private training providers. In the capital of Juba, skills training was conducted for 3,861 people in 3 years. (Traites: construction, metal fabrication and welding, plumbing, electrical installation, refrigeration and air-conditioning, automotive maintenance, hotel and catering services, food processing, and tailoring.)

(3) Lessons learned from the JICA Project

71% of the graduated trainees found employment or started their own business 6 months after the training. The following are important points for skills and vocational training that aims at economic revitalization and job creation.

① Responding to the economy in transition

The fields that had high rates for employment and self-employment were hotel services, food preparation and processing, refrigeration and air-conditioning, electrical wiring, construction, and tailoring. In the beginning, the Project started the training course in the fields which were thought to have a high demand such as construction, carpentry, and automotive maintenance because of their close relationship with the reconstruction process. However, with subsequent expansions of the capital, including a sharp increase in hotel construction and construction of government and private office buildings, the demand for hotel services, electrical work, and air conditioning systems increased. Thus, these fields were added to the course. The course on hotel services, which is short-term in nature, had the advantage of leading to employment in a short period of time. The challenge was to accommodate changes in Juba's economy and labor market demand. While putting out antennas for information pertaining to these types of changes, training was conducted as pilot or trials to reflect these changes. The results of a labor market survey showed that the demand for all fields was predicted as high, and consequently, these results could not be used effectively. Another issue was that industries with a high priority from a state-building or reconstruction standpoint (fields noted above) did not necessarily match the occupations sought by youth (office jobs). Therefore, in order to appeal to youth regarding the importance of engineers, it was necessary to conduct awareness activities using theater groups in collaboration with the Ministry of Labor.

② Stable livelihoods and creation of a stable community

In southern Sudan, there are an overwhelming number of people impacted by the war or other socially vulnerable people. These may include: people with no formal education, female heads of household, former internally displaced persons (IDPs), and ex-combatants with a low level of education. Therefore, while conducting training as the axis of state-building and economic revitalization, it was also necessary to support the stable income generation of the aforementioned people and create stability in Juba.

③ Change in consciousness and the necessity of adjusting from conditions during the conflict to post-war conditions

With the progress of reconstruction and increased demand for labor, there has been an influx of human resources from neighboring countries, and the competition for jobs between local residents and people from nearby countries has intensified. According to industries, skills are not the only obstacle in

hiring local personnel, and that there are other factors including daily habits, discipline, and work ethics. The background for this lies in the unstable times during the war and the fact that for many years, companies did not operate in the region. Receiving advice from the industries, career planning and entrepreneurial skills sessions were added as special subjects. The curriculum included life/career planning, occupational information, resume writing and interview tips, business plans, and business etiquette. In addition, according to results of interviews held with trainees, it was shown that they gained the confidence to support their families, and their thinking and actions became more positive as a result of the training.

④ Vocational training and the benefits of peace

According to interviews held with trainees, it was ascertained that 80 percent felt some type of benefit of peace after the peace agreement was signed. The main reasons given include “can live with family”, “can settle”, and “can feel safe,” but at the same time, more than 70 percent of trainees answered with “can participate in education and training.” Thus, participating in training plays a given role in the stability of society and as a benefit of peace.

⑤ Importance of social harmony and social reintegration/Strengthening societal solidarity and social relationships

By adopting an approach that allowed the ordinary population and ex-combatants to receive training together, it was pointed out in the interviews to the ex-trainees that interaction and mutual understanding was enhanced. It was ascertained that the non-combatant trainee gained understanding of the ex-combatants and vice-versa. In southern Sudan, where many years of conflict weakened social relationships, an approach that gives due considerations to social capital is crucial.

2-2 Rwanda: “The Project for Strengthening the Capacity of Tumba College of Technology”

(1) Project background

Rwanda’s national development program Vision 2020 aims at a knowledge-based economy and puts high priority in human resources development in the fields of science and technology. The impact of the 1994 civil war was substantial, and there is a serious shortage of mid-level technicians and engineers with practical skills in the industrial sector. In the education sector, it is urgently necessary to increase the opportunity of the secondary and upper level of education as it has been focused on expanding the basic education. With this in the background, the government of Rwanda decided to establish a new technical college with courses for producing higher-level technicians (A1 Course) to enhance the development of human resources in the science and technology fields.

(2) Assistance from JICA

The government of Rwanda places particular focus on information technology, electronics and telecommunications, and alternative energy for its industrial development. Since there are no institutions to train human resources with practical skills in Rwanda, employment opportunities are occupied by competent engineers from neighboring countries such as Kenya and Uganda.

Based on the request from the Government of Rwanda, JICA began the project in July 2007, to establish the Tumba College of Technology (TCT) for strengthening its capacity in the three target fields noted above for a planned five years. The TCT students are expected to graduate after completing two years of lectures and practice within the college, and 12 weeks of industrial attachment.

(3) Lessons learned from the JICA project

The objectives of this project were to increase the employment rate after completion of education and training, and for the mid- and long-term, to develop new industrial fields that can contribute to the country's economic development. In order to advance cooperation with the industrial sector and secure employment for graduates, the following measures were devised.

① Close coordination with the government's industrial development policies

The three courses offered at TCT are each based on the priority fields of the Rwandan government's industrial policy, thus TCT closely coordinated with the Ministry of Infrastructure and the Ministry of Commerce, as well as with private sector training institutions.

The Information Technology Course and the Electronics and Telecommunications Course were designed following Rwanda's National ICT Strategy and Plan (Phase I: 2001-2005, Phase II: 2006-2011, Phase III: 2011-2015). In this plan, the Rwandan government has made ICT development the cornerstone of industrial policy. It plans to increase the number of domestic fixed-line internet users 1.8-fold from 21,687 to 39,664, and the number of internet users 70-fold from 6,814 to 493,900 between 2005 and 2010. Additionally, TCT also align with the support of the World Bank, a large-scale project to install fiber optics. The mission of World Bank visited TCT before approval of their project and confirmed the capacity of TCT to develop human resources with practical technology in ICT fields.

In the field of alternative energy, a project to install biogas at domestic educational facilities was conducted in cooperation with the Ministry of Infrastructure. In this way, TCT closely work with relevant line ministries to provide students an additional opportunity to learn practical skills, employment opportunities, and chance for starting their own business after graduation.

Thus, in the process of recovery after conflicts, contents of skills training and labor market needs should be closely coordinated, since the needs of labor market are changed along with development of industrial sector and donor support.

② Formulation and review of curriculum corresponding to the needs of the industrial sector

To create curricula for the subjects in Information Technology, Electronics and Telecommunications, and Alternative Energy, a Technical Advisory Group (TAG) was established. Each group is comprised of representatives from the industrial sector, the Ministry of Infrastructure, and the Ministry of Education, among others, and it regularly conducts workshops so that the needs of the industrial sector can be met appropriately. In addition, exhibitions and technical skill contests, etc. are held regularly for the industrial sector as an opportunity to appeal TCT's technology level.

③ Employment support by TCT

In Rwanda, students usually have to find jobs by themselves after graduation. However, the Project introduced Japanese style which attempts to provide employment to students prior to graduation. Through 12-week industrial attachment coordination with affiliated companies has been strengthened. Furthermore, TCT supports students who start business immediately after graduation by offering space, information and planning assistance for company registration methods and financing. As of 2011, this has led to higher rates of employment and starting business compared to other technical secondary education institutions in Rwanda. (The employment rate in 2009 was 63.9%. This far surpassed the under 50% rate of the Kigali Institute of Science and Technology, which is ranked higher than TCT as a technical education institution.)

The Government of Rwanda and JICA have begun to work on building the internship program, which continues to be successful in this project, at other TVET institutions.

④ The National Qualification Framework and coordination with curricula of neighboring countries

After the civil war, there was no framework for qualification following education and vocational training, or credit transfer system after graduation. Without officially approved qualification and credit transfer system, it is difficult to obtain employment even if students received education and vocational training.

After joining the EAC, Rwanda has become part of the accelerated movement of people and goods in the entire east African region. In order to give more competitiveness to Rwandan human resources, it is necessary to introduce appropriate education system and qualification framework which can be applicable to those of neighboring countries.

The Project has begun to examine the system for a qualification framework and credit transfer system in cooperation with the Ministry of Education and other technical education institutions. Additionally, it starts to collect information from the other education projects that have been implemented by JICA over many years in the east African region (Kenya, Tanzania, etc.).

2-3 Rwanda: “The Skills Training for the Reintegration of Demobilised Soldiers with Disabilities”

(1) Project background

In 1997, three years after the end of the conflict, the Rwandan government began Stage 1 of the Rwanda Demobilisation and Reintegration Programme (RDRP). In order to promote national unity and reconciliation, and to reduce military expenditure, Stage 2 of the RDRP began in 2001, targeting Rwandese armed groups members outside of Rwanda who had left after the conflict and ex-soldiers from the former national army (Forces Armées Rwandaises – FAR) before the conflict, in addition to soldiers of the Rwanda Defense Force (RDF). When Stage 2 was completed in 2009, more than 60,000 combatants were demobilised and reintegrated into society. (Stage 3 is currently in progress.)

(2) Assistance from JICA

Assistance to reintegrate ex-combatants without disabilities and medical/rehabilitation support for ex-combatants with disabilities has been provided. However, any assistance particularly aiming at reintegration of ex-combatants with disabilities has not been given at that time.

Meanwhile, RDF ex-soldiers with disabilities believe that they should be supported by the government, since they became disabled while fighting for establishing this new government. Also, since members of armed groups have lived out of the country for more than 10 years since 1994, they are not familiar with Rwanda’s new systems. This, combined with having disabilities, makes the hurdle even higher for reintegration.

In response to the elements of discontent, and also to promote national unity, JICA implemented the “The Skills Training for the Reintegration of Demobilised Soldiers with Disabilities” from December 2005 upon recognizing the great need for reintegration support for ex-combatants with disabilities. More than 1,000 ex-combatants with disabilities have been provided with skills training (carpentry, sewing, leather crafting, design, agriculture, etc.). Training has also been conducted for trainers of Skills Training Centres regarding persons with disabilities, and barrier-free (handicapped accessible) renovations were made at Skills Training Centres. From 2011, a continuation project, “Skills Training and Job Obtainment Support for Social Participation of Ex-combatants and other People with Disabilities,” started over a period of three years. In addition to ex-combatants with disabilities, skills training will also be offered for civilians with disabilities with gaining employment as the goal.

(3) Lessons learned from the JICA project

For this project, skills training was provided for ex-combatants with disabilities, and in a follow-up survey conducted in 2008 while the project was in progress, it was found that more than 70 percent of graduates were able to receive income in some form using the skills they had acquired by the project. A large contributing factor to this was that after the training was completed, the formation of cooperatives was required, to which starter kits were supplied. However, even if employment was not found immediately after completing training, the following multifaceted effects were ascertained through interviews, etc.

① Contribution to reconciliation and reintegration

By allowing ex-combatants of varying origins (RDF, FAR, armed groups, adversarial relationships during conflicts) and non ex-combatants with disabilities to receive skills training together, these different populations intermingled after graduating, and multiple cases were observed where they formed cooperatives together. In addition, there were courses in which ex-combatants displayed more motivated and proactive qualities than civilians with disabilities, and a positive effect from this on the operation of course for civilians with disabilities was seen.

② Relieving idleness, decreasing discontent, and restoring dignity

People with disabilities are not ill people. In particular, since RDF soldiers became disabled when fighting for establishing this new government, many of them feel that they should be supported by the government. Providing skills training was meaningful in that it released ex-combatants with disabilities from a state in which they were doing nothing except accumulating feelings of discontent. Additionally, people with disabilities were seen as “burdens” to society and the community, but by acquiring skills, they were then recognized by themselves, family, and community as “contributing human resources,” which was a large psychological aspect.

③ From reconstruction to development

The data of ex-combatants (place of residence, category of disability, etc.) was recorded when they were demobilised, making it easier to provide support. Through supporting ex-combatants with disabilities, relationships were built between Skills Training Centres and organizations supporting for people with disabilities, the process for skills training for people with disabilities was examined, and the administrative capabilities of local governments were improved (data management, reception of beneficiaries, etc.). This approach helped in the expansion of support for people (civilians) with disabilities. As a result, JICA’s cooperation also led to the development phase as an entry into supporting ex-combatants, which is a part of DDR. Furthermore, during project implementation, a law to protect ex-combatants with disabilities was formulated, and another protection law for persons with disabilities is presently being formulated in Rwanda.

2-4 Issues and Lessons Learned in regard to Skills and Vocational Training for Peacebuilding

(1) Necessity of a national and regional development scenario

In order to implement skills and vocational training that focuses on economic revitalization and employment promotion, it is at first necessary to formulate a national and regional development scenario. To do this, a plan to develop the required human resources should be formulated in accordance with reconstruction demands and estimates calculated based on development goals from state-building's points of view. In regard to development of human resources, as was shown in the example of southern Sudan, issues include ways to accommodate the diverse needs of the labor market that change significantly with the reconstruction process.

In addition, many developing countries are agrarian states, but with the population growth in refugee and IDP camps during conflicts, a decrease in the amount of land for each person is often seen. Therefore, in combination with increased and diversified agricultural production, there will also be a need to introduce additional measures to improve livelihoods. For socially vulnerable people who do not have land or cannot physically engage in agriculture, etc., there must be choices other than agriculture.

(2) Necessity of social and psychological results in addition to skills

In countries that have experienced many years of conflict, there is a large gap between the labor market (demand) and local human resources (supply). The background for this is rooted not only in the lack of skills stemming from lost educational opportunities, but also in discipline, work ethics, and lifestyles of the people who lived in camps or led otherwise unstable lives. Therefore, for skills and vocational training in conflict-affected countries, in addition to the economic aspect of employment rates, etc. after receiving training, it is also necessary to evaluate the social and psychological impacts provided for the trainees, including the restoration of dignity and self-confidence, as well as changes in discipline and daily living habits. These points should be included when considering implementation of programs, and also in the design of the program.

Furthermore, from the standpoint of reconstruction and unity of the state, consideration should also be given to aspects such as creating relationships among trainees and building trust towards the government (when using public agencies or when the support program is a national program).

(3) Setting targets from the standpoint of state-building and lifestyle stability

From the standpoint of reconstruction and economic revitalization, it is necessary to focus on developing engineers who will support state-building. Meanwhile, a large portion of the population in conflict-affected countries is made up of socially vulnerable people (people without opportunities for

formal education, female heads of household, etc.). Thus, for skills training that will contribute to the stability of this population's lifestyles, the standpoint of recovery from social instability is also important.

In many conflict-affected countries, it is extremely rare that the completion of skills and vocational training leads to formal employment. Therefore, many people improve their livelihood by working in the informal sector, etc., or by starting their own business. In this case, rather than starting a business with just one person, it is preferable to do so together with family members or neighbors so that there is a large amount of initial capital, and because it may be easier to secure a location for the business. Additionally, in skills training for ex-combatants, the trainees may be elderly, disabled, or be chronically ill. In this case, the trainee's family plays a large role in improving their livelihood, and possibilities should be considered in terms of expanding involvement in choosing an occupation, or depending on the situation, allowing the trainee to be a member of the ex-combatant's family.

(4) Developing a local system (training functions, organization)

From the standpoint of state-building, it is important to create public and private-sector skills and vocational training system at local level. In order to resume skills training functions, not only must the skills and expertise of the instructors lost during the war be improved, but as observed in southern Sudan, increasing motivation and self-confidence is also necessary.

To promote employment and starting businesses, in addition to examining the creation of an organizational structure for communities, it is also necessary to devise a government system in which these organizations can be active (establishing a micro-credit scheme in the government, etc.).

Furthermore, to implement training for socially vulnerable people, it is necessary to adjust the curriculum and teaching methods of the existing courses. In some cases, there may be resistance from the training provider. As a third-party, it is also necessary to encourage local support mechanisms to facilitate training for the socially vulnerable people.

3. Community Development

In conflict-affected countries, JICA provides support for rebuilding communities that were devastated by war, and support for refugees and IDPs to return and resettle the original villages. Through community development, securing employment in rural areas is facilitated, which in turn contributes to the establishment of a youth labor force in their local areas and prevents an excessive population influx in urban areas. Community development efforts in the Democratic Republic of the Congo and northern Uganda are introduced below.

3.1 Democratic Republic of the Congo: “The Study on Community Development Plan in Cataractes District, BAS-CONGO Province”

(1) Project background

In the Kimpese Sector of this province, an influx of refugees from the Republic of Angola began in the 1960s, with a surge in the volume of refugees coming into the area in the 1990s along with the intensification of the civil war in Angola. Some of the Angolan refugees have settled in the region while assimilating with the Congolese population. However, UNHCR humanitarian aid ended in July 2007, and during the transition period, the burden in the use of community resources between the remaining former refugees and local residents increased, thereby making the facilitation of their reconciliation and coexistence an issue.

(2) Assistance from JICA

This survey spanned over a period of 18 months beginning in July 2008, and implemented community development. This included community profiling, the repair and maintenance management of community roads and shared infrastructure facilities, as well as livelihood and lifestyle improvements. In addition, the Kimpese Model was presented as a model for community development planning. For the concept of the Kimpese Model, a comprehensive development approach was taken to implement the following: ① strengthening DR Congo’s smallest administrative units and community functions, ② repairing community roads, ③ creating community based organizations to maintain sustainability of the project, and ④ introducing projects that consider the characteristics of the community (e.g. natural and human resources).

(3) Lessons learned from the JICA project

For the purpose of this survey, there was no distinction made between the former refugees and local residents, and community development was implemented with both groups as members of the same community. During project implementation, the following was ascertained. At the beginning of the survey, there was friction in one part of the village between the elders and a group of youths regarding decision-making within the village. However, by conducting a workshop with participants who were invited based on age group and gender, these frictions disappeared on both sides. In addition, subsistence agricultural production became more diversified, and production gradually started for commercial crops (onion, rice, palm, fruits, swine, etc.). As a result, young people’s interest in agriculture increased and they began to participate in production activities, thereby promoting a feeling of unity among local youth. Furthermore, conflicts over land in the 21 villages decreased from 10 villages to 1 village, showing a reduction in conflict within the communities. By implementing the project jointly, jealousy between former refugee camps and surrounding villages, as well as wealthy villages and their surrounding villages, was decreased

while community coexistence and unity was strengthened. Additionally, the Study team found the following effects of the Kimpese Model.

① Contribution to the revitalization of economic activities by building community roads

By using a combination of Equipment-based Technology (EBT) and Labor-based Technology (LBT) to build 18 km of hybrid-type community roads, construction work jobs were created to an average of 50 local residents per day for a total of 8,750 person-days. In addition, road maintenance management supervisors were trained and jobs for a total of 33 people (3 persons per village) were created in maintenance management. Under the management of those supervisors, community residents engaged in road repair work without any remuneration.

Transportation and distribution between towns and villages was revitalized. Moreover, increasing amount of goods (daily commodities, frozen foods, etc.) was traded at markets situated within the communities. Shared taxis and buses, a new means of travel for the residents, began to run frequently, which contributed for them to have access to the labor markets in towns such as Kimpese.

The number of farmers from outside of the region also increased, which in turn increased income from leasing fees, serving to generate income of the community people. With the inflow of capital from other regions, entrepreneurs run new businesses (i.e. mills, shops, markets).

② Organizational structure and recovering social dignity

In the two targeted communities, representatives from each village established the Lukanga Valley Development Committees I and II as organizations to spearhead activities. When the meetings of the committees began, there was some animosity towards the former refugee camps by the surrounding villages caused by previous refugee aid. However, after holding meetings and activities repeatedly, when it came time to decide three positions within the committee, representatives from the former refugee camps were elected to positions as deputy representative and secretary. Although they were younger than the traditional village heads of other villages, they were given positions according to their abilities, without being limited by their place of origin or age. Thus, a sense of solidarity as members of the same community was confirmed.

③ Addressing the local administration (contributing to the capacity building of local administrations)

The Study Team started to conduct survey in collaboration with an administrative sector directly involved in each village as C/P. By always collaborating with the sector at each meeting of the Lukanga Valley Development Committee, the relationship between the community and the smallest administrative unit was strengthened.

In addition, by conducting activities while closely exchanging information with the Provincial Bureau of Rural Development, the Provincial Bureau of Rural Development made plans to establish Community Development Centers within two communities, and implement technical training for young people. (Training menu includes promotion and expansion of the community development plan.)

④ Appearance of a champion

At first, there were no leaders in the regions who promoted community development nor did the government have any existing implementing structure for community development. The chairman of the Lukanga Valley Development Committee I, who had performed as a summary court judge, was an influential figure in the clan of a village within the ambit of belonging community. He was popular, competent, and understood the importance and mechanism of community development, thereby emerging as a champion for its implementation. As a result, community development was further advanced. In addition to the sector administration which was the target implementing level of this survey, this man also accompanied the survey team members to a higher level of local government – the Territorial Government, as then on to the District and Central Governments - when they reported their community development plan. His dedication to the work finally contributed to the formation of the relationship between the target community and local government.

⑤ Contribution to the acceptance of different aid modalities

For each of the project's activities, community based organizations were created and a comprehensive community development approach was adopted. They contributed to create a receptacle for receiving the aid from foreign agencies. There have been plans made for the area by other donors such as UNICEF (Village Assaini program), and for Japanese grassroots aid, with a portion already in effect. For grant aid for Japanese grassroots groups, the provision of equipments and machineries for community roads maintenance management and the construction of a collective marketing facility are planned. During and after the implementation of this project, employment opportunities are also expected to increase.

⑥ Necessity of periodic monitoring by an outside party

Since community development plan formulated for this survey is highly dependent not only on the crop schedule that changes as the year passes, but also on residents and community organizations that develop them for income generation, it will take time to see visible effects of the development plan. While solidarity building within the community, a strengthened relationship between the community and local government, and the improvement of local government capabilities were achieved, these outputs are still in the development stages. Hence, there is still a possibility to go back to the original development status (i.e. fragile community relationship and deteriorated governance). Periodic

monitoring and facilitation by an outside party is necessary until community development becomes stable, a strong trust is built between the community and local government, and governance is strengthened.

3-2 Northern Uganda: “Acholi Sub-region Recovery Program”

(1) Project background

The Northern Part of Uganda has experienced serious conflict over the last two decades since 1980s. Meanwhile, development of the Northern Region had been delayed compared to the Southern region due to the termination of investment towards social infrastructure. In addition, approximately two million internally Displaced Persons (IDPs) were afflicted by the conflict and the functioning of the local government had been collapsed during the said period. After the end of the hostility within the North Region in 2006, the Ugandan government presented 4 objectives based on the Peace Recovery and Development Plan for Northern Uganda (PRDP) formulated in 2007, striving for the recovery and development of the northern region as a national issue of the highest priority. These objectives are: ① consolidation of state authority, ② rebuilding and empowering community, ③ revitalization of the economy, and ④ peace building and reconciliation. However, covering two-thirds of the nation’s land area, the northern region is expansive. Sufficient funds cannot be secured through the government budget, and there are many untouched issues. Also, while there have been improvements in public safety, progress in the return of IDPs, and emergency and humanitarian aid is beginning to wind down, the amount of input has not been increasing enough to supplement recovery and development aid.

(2) Assistance from JICA

JICA aims to implement assistance program seamlessly from humanitarian aid to recovery assistance. As a part of a northern Uganda recovery assistance program, with Amuru District and Nwoya District as entry points, technical cooperation in the form of development planning have been implemented. These studies are called as the “Project for Rural Road Network Development in Northern Uganda” and the “Project for Community Development for Promoting Return and Resettlement of IDP in Northern Uganda.” While formulating a road network plan necessary for economic revitalization in the northern region, and through a community development project, a community recovery and development model for the north was created. Furthermore, in order to spread the results of above said plan over five districts of the northern Acholi sub-region (Gulu, Kitgum, Pader, Agago, and Lamwo Districts), the construction of basic community infrastructure (water supply, school and health facilities, access roads and bridges, etc.) in these regions is planned using emergency grant aid, with the aim of providing stable lifestyles to IDPs in the communities to which they return.

(3) Lessons learned from the JICA project

The Project for Community Development for Promoting Return and Resettlement of IDP in Northern Uganda worked to resettle people who had been forced to live in IDP camps for over 20 years in the villages to which they have returned. With the aim of correcting the north-south disparity within Uganda by rebuilding communities that had lost functionality of local government and among other areas, community roads and bridges, as well as facilities to improve local government capabilities were constructed. Furthermore, community profiling was conducted to systemize information on the state of IDP return, access to basic infrastructure, and the natural resources and social structure of the village, etc. Based on the result of community profiling, villages were categorized according to their characteristics, and development scenario and projects of each categorized type per sectors (agriculture, water, education, medical/health, sanitation, and safety) were set and development plan were formulated accordingly.

The outcome of these activities will be determined with continued monitoring, but in order to achieve the sustainable function of the built facilities or constructed systems, it is important to accurately ascertain the intentions of each class of residents and encourage ownership by allowing them to participate in the project from the planning stages. In particular, the youth labor force can be proactively utilized in the maintenance management work of facilities, which contributes to further increase in the sustainability of the project. Additionally, the following lessons were learned in post-conflict community development.

① Overcoming IDP camp syndrome and using camp land

In the project area, the return of IDPs progressed rapidly beginning at the start of 2010. From September 2009 to May 2010, the return ratio increased from 40 percent to more than 80 percent, and with this, the IDP camps began to close one after another. Normally when a refugee/IDP camp closes, all of the residents leave the area. However, in the project area, the existing camp became the public social, and economic center (town), and some residents remained in the area after the camp had closed.

Through a field survey for the project (August 2010, interviews conducted at Pabbo IDP Camp), it was discovered that more than half of the residents stayed at the IDP camp for the reasons that access to social infrastructure was good, and because they wanted to continue their small businesses or services. Since the residents had lived at the IDP camp over a long period of time, they became accustomed to life there. In particular for the younger generation of residents, since they had little memory of life in the villages from whence they came, there were cases in which they had no desire to return to those villages (IDP camp syndrome).

Taking this type of situation into consideration, the residents who remained in the area surrounding the IDP camp were not forced to return to their villages, but instead the community development plan would be made to accommodate the residents who settled in the area surrounding the camp.

② Land problems

Land problem is one of the biggest issues in the villages, since the land had been abandoned for a long period of time during insurgency. The major causes of land problem are: 1) increase in the number of ownership caused by the swelling of family size during the prolonged conflict and 2) lack of clear information on the ownership of the land which was supposed to be provided by older generation who perish at the camps or in the insurgency.

While implementing this project, a preliminary survey was conducted to ascertain the landowners in the surrounding area of the site, and to found out the existing land problems, if any. The site was selected after thorough discussions with residents, and care was taken not to aggravate any disputes between residents.

To resolve land problems, it is important to build a community foundation to promote unity among residents. Through this project, it was discovered that there are many cases in which the younger generation, who are unfamiliar with traditional land systems, is involved in land problems. Thus, more opportunities were created to allow elders and the younger generation to come into contact with one another, and development plan was formulated to include many projects that would promote the activities of residents' organizations, as well as joint work so that information about traditional land systems would be passed on.

③ Contribution to livelihood and lifestyle improvement by building community roads and bridges

By building and repairing community roads and bridges, which had been difficult to use during the rainy season, travel was facilitated and distribution was revitalized. Motorcycles and taxis, which became a new means of travel for the residents, began to run frequently between villages and towns. Children became able to attend schools on the other side of the river, thus contributing to the resettlement of residents remaining at the camp in the villages to which they returned.

④ Using technical training schools

After the conflict, in addition to the destruction of schools and other educational facilities, the decline in literacy rates and enrollment rates at all levels of education (primary, secondary, higher) became a crucial problem. Including former child soldiers, many children became adults without ever receiving formal education. For these people, a special education program, such as vocational skills training is important.

In this project, workshop of technical training school was constructed, which was destroyed during the conflict, and equipment for training was also provided. The target school was a national vocational school. Normally, according to guidelines set by the Ministry of Education, only students who have

completed secondary school (S4 level) or especially capable students who have completed primary school (P7 level) would be admitted to national vocational school. However, in this project, discussions were held with the school principal and Board of Education Management, and it was decided that a short-term course would be introduced for residents who had difficulty in reading and writing (children below P7, elderly people, former child soldiers and EVIs such as persons with disabilities, etc.). Furthermore, in addition to the existing curriculum (plasterwork, carpentry, sewing, motorcycle maintenance), a handicraft curriculum that could be taken by the elderly and persons with disabilities, etc. was established.

Since there are many former child soldiers and EVIs, etc. in the post-conflict regions, it is important to provide them support to learn vocational skills so that they can make their livelihoods in the community.

⑤ Necessary considerations when transitioning from humanitarian to recovery aid (survey)

Residents who live in IDP camps over a long period of time become accustomed to receiving the benefits of humanitarian aid. Their dependency on aid organizations is high, and they often have excessive expectations when requesting supplies. This project assists recovery of communities through enhancement of cooperative efforts between residents and the local government, and it is necessary to undertake considerations in policies that adequately understand the motivations of residents.

Since special assistance has been provided for extremely vulnerable individuals (EVIs), there have been residents who have claimed themselves as EVIs in order to continue receiving aid. In such a situation, the cooperative relationship with the EVIs have worsened within the community, and rivalry and conflict among residents have been triggered. In order to understand the intends of EVIs, it is necessary to conduct a survey on the situation in which they have been placed, and examine support policies based on actual conditions.

⑥ Consideration toward extremely vulnerable individuals (EVIs)

In community development immediately after the conflict, it is necessary to ensure that EVIs are not placed in a disadvantageous position. In this project, a survey was conducted to assess the situation in which EVIs had been placed within the community, for both the IDP camps and the villages to which they returned. At the IDP camps, it was confirmed that there were numerous EVIs who did not get the support from their families or relatives and could not return home. From a short-term point of view, the support from the aid organizations to EVIs is essential to encourage their return. However, from a mid to long-term viewpoint, it is necessary for the community of the village of returnee EVIs to accommodate the EVIs. It is also necessary to provide assistance by creating a receptacle within the community to support EVIs. To do this, not only building social infrastructure, but planning and

implementing a project that will enhance the cooperative awareness among residents are also important.

On the other hand, it has been confirmed that many EVIs do return to villages with support from their family and relatives, and are able to live without interference from the community. Therefore, in community development, it is important to recognize EVIs as equal members of community and to enhance the community reconciliation process through group work in the villages.

⑦ Consideration toward former child soldiers

During conflicts, many children are abducted and rounded up into battle as child soldiers. Many of them escape on their own, and after being picked up by the national army, receive counseling and rehabilitation from NGOs or other organizations before returning to their families and communities. According to interviews held with NGOs, vocational skills training are included in programs for rehabilitation, and after receiving the training, the former child soldier is provided with equipment such as tools or sewing machines. This social reintegration assistance is conducted continuously by such NGOs. Many of the former child soldiers who have received this type of assistance open their own businesses. However, in some case, if their business is successful and their livelihoods improved, they may receive jealous feelings from other residents, and there are chances of their exclusion from the community. In case of such situation, through the intervention of this project, it must be considered that too much special assistance is not given to former child soldiers, and group work in the villages was used so that they were not isolated by the community, with reintegration into the community as the goal.

3-3 Issues and Lessons Learned on Community Development in Peace building

(1) Necessity of community profiling

In order to formulate a community development plan, it is necessary to thoroughly understand the current conditions within and outside of the target community. To do this, it is essential to conduct community profiling to gather information about the presence of natural resources, the strengths and weakness of the village, the needs of the residents, as well as the same type of information about neighboring regions. Conducting community profiling in the preliminary survey stage will facilitate for setting up development goals and the formulation of the development vision aimed for by the community.

When doing this, as was observed in northern Uganda, there may be numerous people with IDP camp syndrome caused by living in camps over a long period of time. (Like the appearance of a new generation with no experience living in villages, and who are accustomed to the convenience of living in camps.) If accurate profiling is not conducted with taking into the consideration of changing nature of communities, unexpected obstructions may be faced when implementing the project.

(2) Importance of community roads

For the most part of developing nations such as DR Congo and Uganda, roads are in severe conditions during the rainy season, isolating the community. In the humanitarian aid stage after conflict, each donor rehabilitates a trunk road leading to the communities in order to deliver aid. While transitioning to the recovery and development stage, by rehabilitating the community road, transport system and distribution system for goods from within and outside of the community is revitalized. The speed of community development thus quickens, reaching a high level of development as well. Conversely, without rehabilitation of community roads, the manifestation of community development effects will also be lost.

(3) Organizational structure

Governance in conflict-affected countries is generally weak, and it is often difficult for government administrations to provide public services. Thus, until governance becomes stable and is strengthened, it is necessary for the community itself to shoulder the responsibility of public services. As a means for this, a new form of community comprised of organized villages is necessary. Additionally, through group work, the organizational structure for activities in community development can resolve disputes between youth and elders, or men and women in the villages, or disputes among the villages. Also, by creating organizational structure, a receptacle for aid from foreign agencies is formed, and support from various donors is promoted.

(4) Secondary products in production activities

Youth's interest in agriculture has risen, and they have begun to participate in production activities. As a result, the facilitation of harmony among local youth residents has become a secondary product, which encourages coexistence and harmony of the community. In conflict-affected countries, coexistence and reconciliation of the community are necessary for regional stability and to ensure that a relapse into conflict does not occur. Therefore, projects comprising such type of secondary product should be selected.

(5) Consideration toward extremely vulnerable individuals (EVIs)

In conflict-affected regions, humanitarian aid agencies have a record of providing special aid for EVIs, and there have been residents who have falsely claimed themselves as EVIs to demand this special aid. This is a cause of triggering the rivalry and conflict among residents. Consequently, it is necessary to conduct field surveys to investigate the situation in which EVIs have been placed, and then examine support policies based on actual conditions.

From a short-term point of view, the support of the aid agencies providing assistance to EVIs is essential. However, from a mid to long-term viewpoint, it is necessary for the community of the village of returnee EVIs to take in the EVIs' families. It is also necessary to provide assistance by creating a receptacle within

the community to support EVIs. To do this, not only building social infrastructure, but planning and implementing a project that will enhance cooperative awareness among residents are also important.

(6) Mutual understanding arising from an outside assessment of local resources

Through community profiling conducted by an outside party in a neutral position and by implementing a community development plan, the residents themselves will understand the condition of the community. The resources possessed by the community will be made apparent to the entire community. In addition, suspicion pertaining to land problems that were a result of the previous obscurity of resources is resolved.

(7) Land problems

Land has become a frequent constraint in development, especially in economic activities and public works, and caution is required when proceeding with community development.

In times of post-conflict, even if land systems are in place, land ownership may be unregistered. Even if registered, the documents may have been lost due to the conflict, thus resulting in the same situation as of not being registered. Sometimes there is no formal land system, in which case, there is a traditional land system decided by the paramount chief. However, there may be chances that the elders may have passed away while evacuating, making the borders unknown, or the paramount chief himself may have disappeared, obscuring ownership-related matters. It is also possible that due to the conflict, the things that were used as landmarks to demarcate borders such as mango trees, etc, may have been cut down, so that physical border demarcation is no longer possible.

4. Issues and Lessons Learned: JICA's Experience

- As shown in the five case studies, in conflict-affected countries, the living environment for youth changes radically after the conflict/s. The labor market demand during the course of recovery changes and diversifies.
- The capacities of the government are often extremely limited, thereby becoming an obstacle in recovery and economic revitalization. Additionally, a local population has often lost trust and confidence in governments that have not provided basic administrative services.
- In communities, there emerge various axes of opposition, with disputes between people involved in the conflict/s and those who support it, ex-combatants and inhabitants, elders and youth, people who remained in their local areas and those who evacuated to other countries or regions. Additionally, communities that were affected by conflict have a large number of EVIs. Due to conflicts, communities have collapsed, or their sense of solidarity has been destroyed.

When planning and implementing a project under these conditions, the following aspects are important.

(1) Start with a national and regional recovery and development scenario

In order to promote youth employment through community development and skills and vocational training, first of all, the formulation of a national recovery and development scenario is necessary. In other words, with setting development goals and estimating recovery and development demand from a nation-rebuilding point of view, it is necessary to formulate a plan for human resources development, a roadmap for improving livelihoods, and a community development plan.

(2) Respond to changes in living environment of youth as well as labor market.

Among youth, there were those that evacuated either internally or to other countries. For these youth, it is necessary to set up living basis in their new environment, either in the villages to which they return, or at their place of resettlement (in the case that they do not want to return to their village of origin since they have no memory of living there, or if they cannot return to their village of origin because of socio-political reasons). In view of the conditions in which these youth have been placed, it is necessary to make a community development plan and a roadmap improving their livelihoods. Furthermore, after grasping and estimating the labor market needs that change and diversify as recovery progresses, it is necessary to design a development scenario (including community development) and human resources development, etc. After the recovery demand period passes, the demand for unskilled labor declines. This labor is easily influenced by economic fluctuations. Therefore, it is necessary to provide basic education and skills and vocational training from a mid to long-term point of view. When recovery projects are concentrated in the capital, there occurs influx of the labor force from rural to urban areas, further to the capital. To prevent such phenomena, it is important, from the initial period of recovery, to promote community and agricultural development in rural areas.

(3) Restore social dignity as a step toward employment/self-employment

While keeping in mind the impact on the social and psychological aspects of youth, it is necessary to design and evaluate skills and vocational training and community development programs. For youth that have been deeply affected emotionally by conflict (ex: child soldiers), participation in skills training and livelihood activities can yield social and psychological impacts in that such youth can contribute to their families and community. The self-confidence gained and changes in their way of thinking through skills training and courses will directly make a positive effect on such youth to seek job opportunities and business incubation. Conversely, if self-confidence is not restored, their motivation to work will not increase. Furthermore, promoting participation in group activities as a member of the community is also effective from the standpoint of social and psychological impacts.

(4) Approach both central/ local government and community

Community recovery does not mean returning to conditions before the conflict, thus it is necessary to grasp and estimate the current, post-conflict population distribution, and use this as a basis in creating a

roadmap for livelihood improvement. Especially in these countries that have experienced many years of conflict, not only should skills and expertise lost during the conflict be improved in order to resume government services, but it is also necessary to encourage the service provider's motivation and self-confidence. To strengthen the relationship between the lowest layer of administrations and the community, administrative structure-building, in conjunction with groups/association of community members, should be promoted in the process of development planning and the implementation of community development.

(5) Importance of building community infrastructure

From the standpoints of employment for local population, revitalization of inflow and outflow of people/goods within and outside of the community, and capacity building of local construction workers, road construction or rehabilitation is extremely effective, among community infrastructure. For economic revitalization and job creation measures, community infrastructure, especially community road construction, should be included as a part of regional and community development, in addition to large-scale infrastructure construction. In implementation, taking into account the farming seasons, quality of construction, and construction conditions, it is necessary to make a best mix of EBT and LBT, of which the latter maximally uses the labor force, including unskilled workers.

(6) Build social capital: reconciliation among communities

For recovery and community development to be on track, it is necessary to note the importance of reconciliation among local population, as well as the relationships building and awareness. When planning and implementing skills training, community development and livelihood improvements, it is effective to put triggering chances of tips for making communications. These may include: creating a system so that the local population who currently or previously have had adversarial relationships can receive skills training together, or creating a platform where the local population jointly work after completion of training. It is also necessary to build a system on the government side to facilitate the creation of community members associations and cooperatives.

(7) Due consideration toward socially vulnerable people

In conflict-affected countries, it is more difficult than in non-conflict countries for socially vulnerable people to receive the benefits of development. Since their needs and capacity differ from those of others, individually prescribed assistance is necessary. To provide this, community profiling is effective for matching the needs of socially vulnerable people with market demand (within the community, etc.). On the other hand, it should be noted that giving special consideration to socially vulnerable people may produce a sense of unfairness among others, causing the socially vulnerable people to be excluded from the community. An effective approach is to promote inclusion of such people in the community through group work in the villages, while ensuring that socially vulnerable people are recognized as members of local society, are not blocked from community activities, and are not isolated. In addition, it is necessary

to plan and implement projects to enhance awareness-raising of solidarity among the local population so that a system is built in the community to support socially vulnerable people.

5. Recommendation and Way Forward

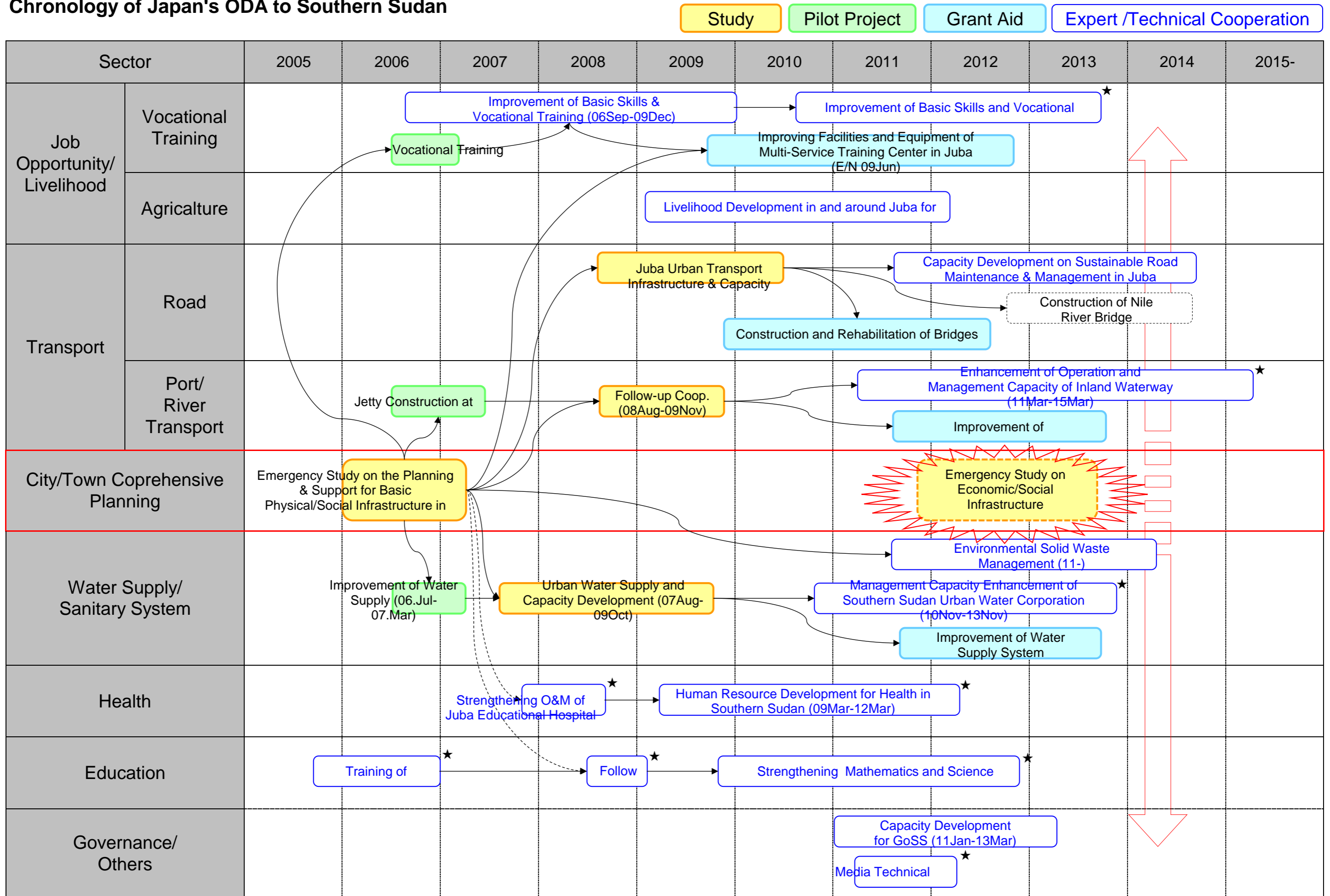
The preceding chapter is summary of the lessons learned through the planning and implementation of projects carried out in several post-conflict countries in Africa by JICA as a development assistance agency. This paper summarizes lessons learned on the ground as seen by JICA, but is to be refurbished because it is not comprehensive, in that it does not include the views of other relevant parties, including the beneficiary that holds ownership of the development. In the fields of peacebuilding and recovery assistance, there is no panacea in assistance. According to each country's circumstance and development needs, a project is conducted through trial and error. In that sense, the role assumed by the United Nations Peacebuilding Commission is critical. The following are issues that are to be discussed.

To transition seamlessly from post-conflict emergency and humanitarian aid to recovery and development assistance, to begin with, a development plan and scenario for the national, regional, and sector levels are necessary. At the same time, it is also necessary to implement quick impact project and/or pilot projects to ensure relevance, and to encourage participation by the local population and show it that the development plan is realistic. Without a development plan and the project becomes patchy, and overlaps or oversights may occur. Since the capacity of the government is fragile, it is necessary to create an organizational structure by the local population as an implementing partner, while continuing to improve the capacities of the government. Additionally, it is necessary to align national policies from a macroeconomic point of view. In this context, in what way should aid agencies, including development finance institutions, development assistance agencies (bilateral donors), and NGOs determine priority fields/sectors and target areas of intervention, and what is the role of each aid agency?

If discussions are to further deepen, the following questions may also be relevant.

- In the post-conflict recovery assistance process, what is the modality of assistance that makes use of the characteristics of development assistance agencies in regard to “economic revitalization and youth employment”.
- Considerations are made so that aid delivery should not arouse conflict/s once again. How should development assistance agencies contribute so that such considerations are converted into socio-economic revitalization?

Chronology of Japan's ODA to Southern Sudan



★ Project which scope covers/covered local areas.

