



**United Nations
Economic Commission for Africa**

**STRATEGIC FRAMEWORK FOR MAINSTREAMING REFUGEE
LIVELIHOOD SECURITY INTO AFRICAN DEVELOPMENT:
ADDRESSING THE PARADIGMATIC IMPASSE**

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Introduction

It is fresh in the memories of many in the field of conflict and displacement that there was a firm belief that the UN would be able to establish global collective security system capable of limiting the number of people displaced by war. Today, notwithstanding an array of declarations, communiqués and action programmes, the humanitarian crisis in Africa continues unabated, while rapid political developments continue to make new demands on individuals and communities already at the brink of collapse.¹ Internal strife, economic crisis manifested by extreme poverty and a vicious socio-political environment, have rendered the continent one of the tragic scenes of present day human crisis. Massive militarisation and persistent armed conflicts have squandered valuable capital and constrained human development, rendering the regions population chronically dependent on international charity.

Refugees in Africa bear the brunt of this incredulous challenge as significant emphasis was given to ensure that they leave their home communities and live in asylum in another state. This ignored what is "arguably a more fundamental human right: the right to live in safety and security in one's own country and community."² As the State of the World Refugees shows the refugee crisis is mired in various illogical underpinnings, viz. "The exile-oriented approach" which placed responsibility for refugee in host countries.³ 'Local settlement' the fact that "refugees should remain in the country of asylum and become socially, economically and legally integrated there. 'Resettlement' - "move on from their country of asylum and take up residence and citizenship in another state" or 'voluntary repatriation' to their home countries.

¹ Costantinos, BT (1995) "Humanitarian action, preventive diplomacy and advocacy: the emerging role of NGOs." International Journal of Refugee Law, Special issue July. pp 220-235 Oxford University Press. Oxford

² The State of the Worlds' Refugees, Oxford University Press. 1995

³ Paradoxically, this approach puts the burden on host nations making it difficult, if not impossible, for durable solutions to the problem. The 1951 UN Refugee Convention, for example, deals substantially with the obligations of asylum countries and goes into great detail with regard to the legal, social and economic rights, which should be granted to refugees. It says nothing about the role and responsibilities of countries of origin in seeking solutions to refugee problems.

While the outpouring of sympathy and the spontaneous response of the international aid community have been widely acknowledged, these actions have also brought to light some serious doubts about the adequacy and ability of these interventions to create sustainable solutions. Well-meant humanitarian relief actions implemented often as a matter of urgency and necessity have come to be regarded as irksome impediments to lasting solutions towards mitigating the refugee crises and integration into development planning. These lessons have increasingly forced the international community and think tanks to reconsider their earlier assumptions and conventional prescriptions in order to make them compatible with the overall needs of the continent including the attainment of peace and stability.

The paper outlines the challenges posed by complex emergencies and the refugee crises (especially in host countries) in Section I and it develops the analytical discourse on the challenges in Section II. Section III dwell on the conceptual approaches to sustainable livelihoods and post-conflict reintegration. Section IV develops strategic objectives for refugee reintegration and entrenching protection and humanitarian principles into African development planning among all stakeholders. *(Stakeholders include refugee themselves, local host communities, local government, national authorities, the business community, national NGOs, UN agencies, international community, Regional political and development organisations)*

Section I

THE REFUGEE CRISIS AND CHALLENGES TO AFRICAN DEVELOPMENT

1.1 The challenges

Africa greeted the new millennium with more conflicts in more than half the continent and over six millions of refugees and displaced peoples; hosted by 48 countries. To add insult to injury it still haunted by poor marginalised, primarily and rapidly increasing subsistence farming population, an environmental crisis, destroyed infrastructure, a history of natural and man-made disasters. Centralised economies and ethnic conflicts, political disenfranchisement, a new mixed economic system under structural adjustment programmes and a time of donor fatigue are also taking their toll. It is also a new millennium coming at the end of the cold war, a time of new claims on relief and development assistance and a time of a world-wide move to self-determination. On a positive note it is also a time when participation is the new development paradigm, new decentralised systems of governance, and a time when the relief-development *continuum* is increasingly recognised.

Today, the international aid community is reaching the consensus that host governments cannot be solely responsible for managing the refugee crisis. They recognise that future efforts must accord refugees themselves, communities and civil society

1.	Algeria	165,330
2.	Egypt	8,500
3.	Libyan	10,820
4.	Morocco	390
5.	Tunisia	560
TOTAL		185,600

Table 1. Indicative number of refugees, returnees and IDPs of concern to UNHCR, 1998. Refugees and Others of concern to UNHCR. ⁴ NA

organisations and other non-governmental actors a substantial and expanded role. It is a strategy that implies the need for greater

1.	Angola	86,470
2.	Burundi	250,550
3.	Botswana	2,100
4.	Djibouti	23,890
5.	Eritrea	4,100
6.	Ethiopia	284,930
7.	Kenya	244,620
8.	Rwanda	892,110
9.	Somalia	155,240
10.	Uganda	206,930
11.	Sudan	454,980
12.	Zimbabwe	990
13.	Tanzania	558,000
14.	Zambia	169,800
15.	Malawi	1,010
16.	Mozambique	840
17.	Namibia	3,500
18.	South Africa	28,670
19.	Swaziland	620
TOTAL		3,369,350

Table 2. Indicative number of refugees - ESA

decentralisation and autonomy in the management of relief and development. It is becoming increasingly apparent that future progress depends on negotiating a trend toward greater institutional pluralism and broad based participation in the mobilisation and management of resources. The endeavour addresses issues of concern to African nations and civil societies in the following areas:

1. **Conflict and crisis management:** For conflicts to be managed successfully, it is clear that a balance should be created between the state and civil society which function as an effective counter-weight to the power of the state and its bureaucratic machinery. Society can check the excesses of the heavy handed bureaucratic rule and bring about change in the institutional arbitrariness and the illegal actions of the local agents of the state. Social sustainability is a political development problematic not merely because of characteristics and activities specific to the agencies and parties providing leadership, but because of the impediments for the creation of democratic space as prescribed by external norms in a largely underdeveloped society.

2. **Over-dependence** on external funding sources remains a major constraint to the development of a self-reliant capacity to mitigate the effects of human displacement by African nations and civil societies. One of the consequences of this over-dependence is a lack of self-assertion, without which, it is difficult for to be taken seriously. The competition for external funds also greatly erodes the capacity and commitment of African nations to mobilise and achieve consensus around issues of common interest for their autonomous development.

3. **Commitment to grassroots empowerment:** Securing self-reliance to entrench protection and humanitarian principles in development planning should be closely linked to the issue of empowerment. As animators of development at the grassroots, Africa nations and civil society organisations in particular needs to be more alive to its role as a channel of empowerment of the communities and local constituencies it serves. The pursuit of self-reliance and dependency-reduction should be reflected in 'Africa' relationships with local communities in their countries. Linking their goal of self-reliance with grassroots empowerment will ultimately assist African nations and civil societies to achieve enhanced legitimacy and relevance in their work.

4. **Capacity building and institutional strengthening:** African nations and civil societies are often constrained in their pursuit of self-reliance by a lack of adequate institutional capacity, which in turn compromises clarity and the potential for sustainability in their programmes. The rigidities and pressures which African nations and civil societies experience in their search for funds are partly a result of their own institutional weakness and a poor capacity for effective advocacy. One can ask what are professed objectives of capacity building can contributed to this goal. How can 's professed aims and goals of capacity building be directed at enhancing self-reliance?

1.	Benin	4,100
2.	Burkina Faso	840
3.	CAR	49,000
4.	Cameroon	52,010
5.	Chad	12,060
6.	Congo	46,450
7.	Côte d'Ivoire	120,360
8.	DRC	351,720
9.	Gabon	1,670
10.	Gambia	10,300
11.	Ghana	15,700
12.	Guinea	413,700
13.	Guinea-Bissau	202,200
14.	Liberia	354,520
15.	Mali	73,550
16.	Mauritania	40,800
17.	Niger	7,990
18.	Nigeria	7,900
19.	Senegal	61,800
20.	Sierra Leone	878,300
21.	Togo	25,030
	TOTAL	2,730,000

Table 3. Indicative number of refugees - WCA

1.2 Impact of refugees on local communities

The main impact of refugees in local communities that may result in violent conflicts are exceeded carrying capacity and economic marginalisation of local communities, environmental destruction, destruction of social cohesion and organisation, higher HIV/AIDS and crime rates. In recent years, many countries have made little secret of their weariness with the refugee problem and their reluctance to provide open-ended asylum to large numbers of displaced people. On a number of occasions, States have closed (or attempted to close) their borders, thereby denying refuge to asylum seekers from conflict-affected countries. In the rich world, governments have tended to achieve similar results by more sophisticated means, either by interdicting asylum seekers who are making their way to a potential country of refuge. They have also extended their immigration controls to countries of origin and countries of transit by the introduction of visa requirements and pre-boarding passenger checks.

On several recent occasions, moreover, States, which have admitted substantial numbers of refugees, have announced their intention to repatriate them as quickly as possible, often with inadequate regard to the conditions prevailing in their homeland. While such threats have rarely been implemented, they send an unmistakable signal - to the refugees, to the organisations assisting them and to the local population - that the new arrivals are not wanted and should leave their country of asylum as quickly as possible. As these occurrences suggest, there is a growing and distressing tendency amongst States to regard refugees and asylum seekers as an unwanted burden and an unnecessary inconvenience. The easiest way of resolving the refugee problem, some governments appear to have concluded, is simply to make sure that displaced and distressed populations are obliged to stay in their own country.

- (1) On a positive note, refugees and other displaced people can bring benefits to the areas where they settle. They may attract international aid to a region, which has been deprived of development assistance. They have sometimes been able to introduce new agricultural techniques and entrepreneurial skills to the host community, thereby boosting the local economy. And in many situations, refugees have provided a pool of cheap and willing labour, which has been used by local employers to increase production and expand the provision of services.

Countries, which have traditionally maintained an open-door policy towards refugees, are now beginning to wonder whether the time has not come for a new approach to the problem of forced migration. In the words of an official in Goma, the Zairian town to which hundreds of thousands of Rwandans fled during 1994, 'the refugees are of different cultural ethics and behaviour. Carrying weapons and killing, stealing and squatting on other people's property are quite common among them. The refugee population has overwhelmed Zairian resources, destroyed our environment, introduced uncontrolled inflation into our market and abused our hospitality. We want them out of here soon.'⁵

- (2) At the same time, however, mass population movements have the potential to inflict considerable damage on the environment and infrastructure of the receiving areas, thereby reducing their development potential. When large numbers of displaced and destitute people settle in a location, they are often obliged to survive by cutting down large quantities of wood, by occupying extensive areas of land and by making substantial use of communal facilities such as wells, water supply systems, schools and health centres.

⁵ The State of the World's Refugees, Oxford University Press. 1995

- (3) Local and international relief efforts may help to sustain the new arrivals and even bring some help to the resident population. At the same time, however, large-scale assistance programmes may exert a heavy pressure on local roads, bridges and warehouses, while government officials and departments are obliged to divert their attention from developmental activities in order to deal with emergency needs.
- (4) In such circumstances, tensions and conflict can easily arise between new arrivals and the resident population, particularly if they do not share the same ethnic or linguistic background. In some instances, an influx of refugees or displaced people may alter the demographic balance of a whole region, an occurrence that can easily be exploited by politicians and community leaders. In other cases, refugee populations may themselves be divided into opposing groups or factions, and bring their rivalries and conflict into the host community.
- (5) Under international law, there is an understanding that when a state grants asylum to a refugee population, it does so for purely humanitarian reasons, and without any implication of hostility towards the country of origin. In practice, however, cross-border population movements have proved to be an almost inevitable source of friction between the States concerned. While humanitarian organisations have a natural tendency to portray refugees purely as victims of circumstance, exiled populations are often active supporters of rebel groups within their own country. Indeed, as experience in Rwanda has demonstrated, people are often politicised in the process of becoming refugees and living in exile, and may be unable or unwilling to return to their homeland until the government there has been ousted.
- (6) Poor nations hosting the vast majority of the world's refugees are confronted with a cluster of interrelated and steadily worsening problems. In some cases these difficulties are being exacerbated by economic reform programmes which place strict constraints on the amount of public expenditure devoted to social welfare.

Section II

THE PARADIGMATIC CRISIS SURROUNDING HUMAN DISPLACEMENT AND REINTEGRATION.

Because discussions leading to mitigating the refugee crises and the integration of humanitarian and protection principles into development planning tend to be one of pessimism and despondency, current thinking of development theory is fast replacing global economics as the morbid science. But caution and scepticism, not to say cynicism, have been inherent in our vocation. Participants in the complex traffic web of African conflict management and development studies could be torn between professional caution and the genuine desire for a better future of refugees and displaced peoples. Nonetheless, repeated attempts to dispel the prevailing gloom by pointing to the bright spots of the African past and calls for the fostering of those cultural resources to check the overall drift towards authoritarianism have not yielded to popular demands. In connection with this, a new era of democratic citizenship that leads to self-reliant and self-directed development raise some fundamental questions.

*the quality of mercy is not strained
it droppeth as gentle rain from heaven
upon the place beneath; it is twice blessed
it blesseth him that gives and him that receives*
Shakespeare

- *What do we mean by mitigating the refugee crises and integration into development planning in the first place?*

- *Does mitigating the refugee crises and integration into development planning and pluralistic thinking have indigenous African roots?*
- *What are the exogenous and endogenous factors that brought about this new chapter of refugee management in the continent and how does its integration into development planning contribute to its consolidation?*
- *How deep-seated is racial, ethnic, class and other forms of inequalities in Africa and is it the apotheosis or nemesis of the future of the democratisation process and demise of developmentalism?*

Lurking in the background of all these questions is the rather disturbing one: is perhaps all this talk of reintegration, repatriation and development an academic or a public relations exercise? The stark reality of the concept of the failed-states and locally perpetrated genocide make this last questions less cynical than it would otherwise appear at first sight. Doesn't this forces upon us to explore visionary tangents in creating a liveable environment? Having had little impact in the betterment of the changing quality of life in Africa, the target that most African countries set themselves in the process of 'democratic development' is the attainment of institutions and practices that have been the basic ingredients of the Western democratic tradition.⁶

Thus, the fact that external promoters or supporters of development in Africa often do not efficiently realise in practice the potential of the ideas and goals they promote. That the volume of their interventions is not nearly proportional to their impact; raises the issue of whether the ideas in question are fundamentally constrained at the moment of their conception and implementation by the very institutions and technocratic structures that ground their articulation. While the explicit concepts of good governance and capacity building that current international initiatives operate in Africa may be consistent with goals of "empowerment" of indigenous communities and individuals, of enhancing local institutional and human capacities, the initiatives tend to work toward these goals in narrow economic and technocratic terms. The initiatives seem to equate technocratic rationality and capacity with totality of institutional purposefulness and strength.

But, as important as it is, this is only one context or level or analysis of the breadth and depth of process on the terrain of self-directed development. There is another level of analysis, concerned with the extent and nature of openness of distinct ideological constructs to one another, with modes of articulation of given sets of ideas and values and of representations of specific issues relative to others. The concern here is not so much the number and diversity of ideas, values and opinions allowed to gain currency as modes of their competitive and co-operative articulation. Let us then have a closer look at the emerging paradigms surrounding the refugee crises.

1. Emerging perspectives zero in providing and availing equal attention on the right to return to one's homeland and on a notion which has become known as the 'right to remain' or the 'right not to be displaced. These principles not only allow but also require governments and humanitarian organisations to take active steps to prevent, limit and reverse the movement of refugees from their country of origin.
2. Based on the rationale that governments of origin in human displacement, there is another emerging consensus that countries of origin should be centrally involved in the effort to resolve refugee problems.

⁶ These include above all multi-partyism, independent judiciary, free press, and popular sovereignty expressed through the legislature. But keen observers have not been oblivious to the limits of this declared paragon of democracy, pointing to its formal character and the struggle in recent decades of marginalised groups with an "alternative, participatory vision of democracy" to achieve what has come to be known as the "empowerment" of the common man.

3. The new paradigms also recognise 'seeking permanent solutions for the problem of refugees', including internally displaced people, returnees and host communities that have been squandered by refugees.

The driving force behind the international community's changing approach to the issue of human displacement has in many senses been the force of circumstance, rather than a premeditated policy-making process on the part of the United Nations, its member states and specialized organizations. Many of the most significant innovations of recent years have come about as a response to urgent and unexpected circumstances, and only in retrospect has it been possible to see coherent trends and patterns emerging in the effort to address refugee problems.

The international community's emerging approach to the solution of refugee problems has a number of potential advantages. It could save millions of people from the trauma and hardship of exile and enable millions more to resume a settled life within their own country. It could ease the burden imposed upon countries of asylum and enable new and more productive uses to be found for the very large amounts of resources which are currently committed to refugee relief programmes. And it could help to ease some of the political and social tensions which are liable to result when large numbers of people are forced to abandon their homes and seek sanctuary elsewhere. At the same time, there is a need to subject the emerging approach to a critical examination and to assess its implications for long-established humanitarian principles. More specifically, the adoption of proactive and homeland-oriented strategies must be considered in relation to the commitment of states to the institution of asylum and the principles of refugee protection.

Section III

GUIDING PRINCIPLES FOR INTEGRATION OF REFUGEE CONCERNS INTO DEVELOPMENT PLANNING

The purpose of the conference is to contribute to the current efforts of African nations and civil societies to build greater self-reliance, as well as an effective and sustainable institutional capacity in managing challenges associated with human displacement. Indeed a process is needed to enable Africa to reduce its present over-dependence on its external partners. While aware of the valuable contribution of external support, it is equally conscious of the need for African development partners to secure the *crucial capacity for self-reliance*, without which they will be ill-prepared to empower local communities, and to help them meet the development challenges of the new millennia.

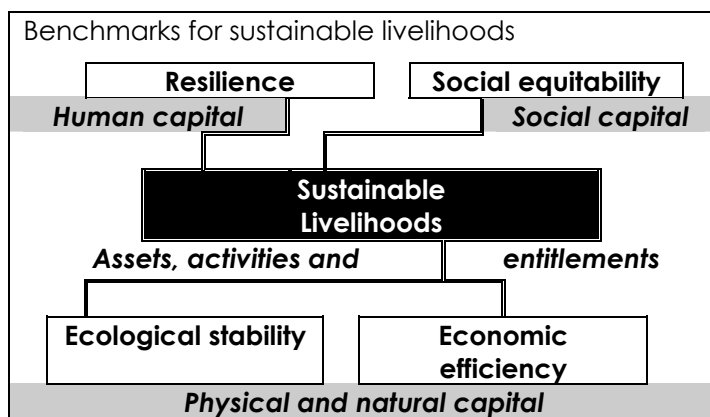
Mitigating the refugee crises and integration into development planning must proceed from the acknowledgement that all those involved in the process must and should broaden their perception and realise that the key to sustainable livelihoods is with the people. The so-called poor have adaptive strategies that have been outmoded through policies and actions of governments and international trade. Going beyond rhetorics, it must cut across all stakeholders in a national effort to develop norms for empowerment, affirmative action and constructive engagement. Mitigating the refugee crises and integration into development planning strongly advocates the dimension of adaptive strategies; it advances contemporary knowledge that must be designed to enhance the positive aspects of adaptive strategies. Mitigating the refugee crises and integration into development planning policies advocate community-based approaches that build strongly on those theories that have advocated community development where social equitability and inter-generational justice are addressed. It must then

proceed to address also macro, meso and micro level political economy and socio-cultural issues that affect livelihoods and sustainability in a more profound way.

The Sustainable Livelihoods Approach as an integrated package of policy, technology and investment strategies together with appropriate decision-making tools which are used together to promote sustainable livelihoods by building on local adaptive strategies. While the sustainable livelihoods approach has been developed independently, it nonetheless resonates with the spirit and some of the practices of these earlier approaches. It also seeks to overcome their limitations while adding independent value. It is, therefore, different from each of them individually and in totality. Its added value arises from several features. These include:

1. The provision of an integrated framework in which aspects of several earlier approaches come together synergistically. It provides a framework for the development of measures and indicators to monitor improvement in livelihood systems and their sustainability. It proceeds from an assessment of refugee and displaced peoples community assets, adaptive strategies and livelihood activities as the entry point. This is a holistic entry point, which sets the stage for well-integrated outputs and is different from sectoral entry points such as water, health, agriculture etc. It also sets the stage to build on the positive and so help to overcome the donor-recipient syndrome.
2. Strong emphasis on the questions of sustainability in economic, environmental and social terms. It uses an empowerment approach and seeks to improve productivity of existing livelihood systems and create new opportunities in a sustainable manner through appropriate investment and technology inputs. It thus provides a screen to identify what might be considered "appropriate technology".
3. Governance and policy questions and their inter-linkages are addressed in a cross-sectoral and holistic manner by focusing impacts analysis on the totality of the livelihood system and its sustainability rather than on sectors and examines the inter-locking nature of macro-micro linkages, sectoral policies and social policies with governance arrangements. Governance arrangements refer to relationships, roles and capacities of both government and civil society actors. Local government capacity is usually of particular importance;

Sustainability is premised on decision-making which reflects a balance among economic efficiency, ecological integrity and human well-being (including equity considerations). Livelihoods are the assets, activities and entitlements by which people make a living. Sustainable livelihoods are derived from people's capacity to access options and resources and use them to make a living in such a way as not to foreclose options for others to make a living, either now or in the future. This broad definition takes on specific and operational meaning mainly at the household or community levels in the biophysical and socio-economic contexts in which they are located. The Methodology for using the "approach" to help promote sustainable livelihoods outcomes can be described in four simple steps, which are not necessarily



implemented sequentially. Some or all of the steps can be implemented in parallel or phased to varying extent depending on resource availability and local circumstances.⁷

1. Identify the assets, entitlements, activities and knowledge bases which people currently use to make their living. This as well as coping and adaptive strategies provides an important entry point to begin work resulting in better community appreciation of the possibilities for improving their livelihoods and creates the demand for implementation of the recommendations.
2. A cross sectoral, macro-micro linked policy analysis is carried out to identify which policies or policy combinations disrupt local adaptive strategies or livelihood systems which are sustainable and which policies reinforce these strategies and systems. A policy analysis matrix is developed and used for this purpose. This step must be carried out in close association with Step I in order that the relevant policies for analysis can be determined and the terms of reference for the policy analysts established.
3. Step three is an assessment of the key technologies contributing to the livelihood systems. It also assess the impact of introduced technologies over time and on this basis and in close association with steps I and II, a determination of what technologies will help to improve the productivity of the assets and the livelihood systems in a sustainable way. In many cases, this determination might not be possible without access to an appropriate technology information bank but the process will reveal and define such information needs.
4. Step four identifies existing local finance facilities and traditional practices and identifies opportunities for putting such facilities to the service of local people. The demand for and feasibility of establishing such schemes to improve livelihood systems and income levels to make loan repayment (with applicable interest) possible are to be carefully considered.

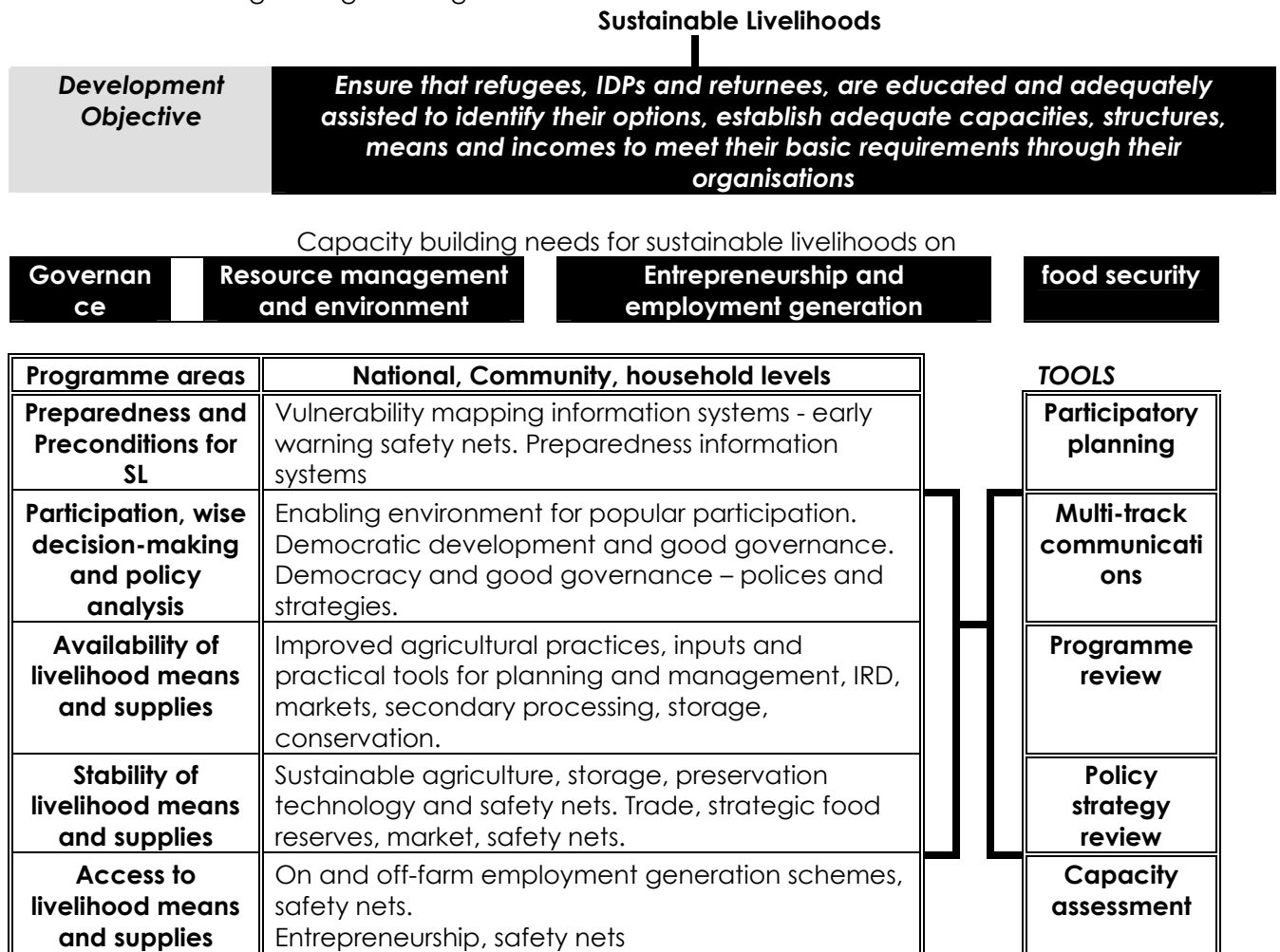
The major work after these steps is to ensure close interaction and feedback in and among all the above steps. Cross-sectoral and trans-disciplinary requirements become clear and will usually demand that practitioners in policy, technology, and investment and in the sectors work together and at different levels. Execution of the steps outlined above results in a holistic package of recommendations for use by decision-makers in policy, technology and investment to promote sustainable livelihoods. These decision-makers are likely to be at the international, the national and the local levels. It is expected that these basic principles are already on-going components of poverty elimination programmes designed in differing contexts and formats. Moreover they exist as organic components of most programmes that fall under the rubrics of the participatory domain of development that NGOs undertake in the impoverished nations of our world today.

A complete coverage and analysis of the programmes that deal with and lead to social equitability, economic efficiency, ecological sustainability and coping and adaptive strategies and theories are well beyond the scope of this paper. It is however useful to address, early on, the incremental effect that each area contributes to the unfolding synergy advanced by the SLA. Sustainable livelihoods constitute a permanent change in the mix of productive activities and require modification of community rules and institutions to meet livelihood needs. These invariably lead to livelihood systems that are concerned with peoples capacities to generate and maintain their means of living, and to enhance their well being and that of future generations. These capacities are contingent upon the availability, stability and accessibility of options that are ecologically, socio-culturally, economically and politically sound. They are predicated on equity, ownership of resources, peoples participation and wise decision-making -- notions of sustainable human development and sustainable livelihoods that incorporate the idea of change and uncertainty.

⁷ UNDP Executive committee note on SL (1998)

In general, the sustainable livelihoods will build the capacity of individuals at the household level. This enables them to plan and undertake activities which efficiently and effectively utilise household resources in a manner which increases the sustainability of their livelihood systems and ensures that all household members have stable access to adequate and safe livelihoods required to maintain a healthy and active life. At the community level to enable community members to analyse the constraints and opportunities they face in their day-to-day life and to propose and plan activities relevant to local conditions which address the problems identified (using methods, techniques and technologies appropriate to local conditions). It empowers them to be major partners in the implementation of the priority actions; and to play a key role in the monitoring and evaluation of all activities, so that appropriate refinements can be made to ensure they remain appropriate to local circumstances and to ensure their sustainability;

Fig. 1 Programming Framework for the sustainable livelihoods



Section IV

**STRATEGIC OBJECTIVES AND RESULTS FOR
STAKEHOLDERS IN REINTEGRATION AND INTEGRATION OF PROTECTION AND HUMANITARIAN
PRINCIPLES**

(Stakeholders include refugee themselves, local host communities, local government, national authorities, the business community, national NGOs, UN agencies, international community, Regional political and development organisations)

STRATEGIC OBJECTIVE I

Develop awareness, consensus, and co-ordination amongst all stakeholders to work together towards the common goals of integrating refugee concerns into national development plans through improved understanding and dialogue.

This will be achieved by building (1) a database developed and maintained of programmes, projects and activities being undertaken or planned by all interested stakeholders, desegregated by gender focus ad appropriate, with periodic reports. (2) A cross- sectoral, multi-agency, governmental tasks force established and operational to provide policy and strategic direction and co-ordination that leads to self-reliance. (3) A multi-agency, cross- sectoral technical committee comprised of technical experts form government, NGOs, private sector, academia, the international and donor communities, and other interested stakeholders formed to provide technical advice and guidance that leads to self-reliance. This must ensure an appropriate gender balance

STRATEGIC OBJECTIVE II

Provide tools for collaboration between and amongst stakeholders to work together towards the common objectives of integration of refugee issues into national development planning.

These include inter alia (1) Education and advocacy campaign at the national level on the sustainable livelihoods approach and programme to enhance understanding and promote collaboration amongst relevant stakeholders. (2) Multi-agency, cross- sectoral and multi-disciplinary structures established and operational to oversee, guide and co-ordinate capacity building activities and the delivery of technical assistance for the major domains covered by the strategic that leads to self-reliance and its sub- programmes. (3) The opportunity for donors and other stakeholders to deliver community-led, demand-driven" development assistance and support to meet actual community and beneficiary requirements identified through the PSL and other exercises and studies.

STRATEGIC OBJECTIVE III

Develop, refine, and maintain participatory methods, tools and techniques that enable stakeholders at all levels, to actively participate in assessment, planning, implementation, monitoring and evaluation of activities that will improve their living conditions. This will also mean supporting the use of *participatory monitoring and evaluation to ensure the integration of protection and humanitarian principles* at national, district and community levels.

Thes include (1) Methods, tools and techniques for participatory assessment and planning, adopted and available, and regularly reviewed, monitored and updated to reflect experience and new thinking. This will purposefully and meaningfully desegregates relevant data and information by gender and other socio-economic characteristics. (2) Methods, tools and techniques for participatory programme implementation for self-reliance, requiring the explicit and active participation of both men and women at the community level developed and available. These are regularly reviewed, monitored and updated to reflect experience and new thinking. (3) Methods, tools and techniques for participatory monitoring and evaluation, including disaggregated gender analyses, developed and available, and regularly reviewed, monitored and up dated to reflect experience and new thinking. (4) PME methods, tools and techniques disseminated from the national level to districts and communities, together with PME

training technical backstopping, operational and logistical support. (5) Objectively verifiable sustainable livelihood indicators and benchmarks appropriate to activities at different levels (national, district, community and household) and designed to capture gender disparities, identified in collaboration with relevant stakeholders. (6) M&E systems for both the national self-reliance Programme and support to the programme operational at the national, district and community levels.

STRATEGIC OBJECTIVE IV

Support the use of participatory assessment and planning for entrenching protection and humanitarian concerns at national, district and community levels. This objective also supports the use of participatory implementation at national, district and community levels.

Here efforts will be exerted to (1) participatory methods, tools and techniques disseminated from the national level to districts and communities together with participatory methods training, technical backstopping operational and logistical support. (2) Preliminary studies and work at the district level and arrangements for community work complete. (3) *Community self-reliance assessment Reports and Action Plan* with mainstreamed gender concerns and action. (4) Community action plans completed and consolidated into a *District Sustainable Livelihood Action Plan*. Actions in this arena will further include (5) participatory implementation methods, tools and techniques disseminated from the national level to districts and communities, together with participatory implementation training technical backstopping operational and logistical support. (6) Framework and mechanisms established at the district and community levels to support the implementation of self-reliance Programme at the grassroots levels. (7) Community and external resources mobilised for community action. (8) Mechanisms for directing funds for the implementation of sub-national self-reliance activities established operationalised and maintained. (9) Catalytic funding of carefully selected activities within each *community level action plan* to supplement community resources.

STRATEGIC OBJECTIVE V

Create synergy in the implementation of governance programmes to enhance decision-making, capacity that promotes livelihood security at the district and local levels. This is targeted at building the capacity of local organisations to make wise decisions that promote self-sustained development and enhance gender balance and equity.

This will entail (1) close co-ordination between the governance programme and the sustainable livelihoods to enhance the capacity of district officials, trained and supported by the governance programme to undertake their work using the *sustainable livelihoods approach*. (2) Greater understanding and participation from district level personnel on implicit and explicit linkages between national policy issues and community action. This will be done through a modified certificate-training course on policy analysis for self-reliance and food security developed for district officials. (3) Improved capacity of district-based organisations, particularly those that target disadvantaged or vulnerable groups, including women to make informed decisions and take action which enhances the sustainability of livelihood systems and food security through improved collaboration. (4) Enhanced skills for community-based development management, including management of project resources for self-reliance. (5) Enhanced skills for household resource management and policy analysis, formulation, and management, which reduce gender disparities. (6) Improved capacity and role of women in decision-making processes at the household and community levels. (7) Enhanced understanding and capacity of low-income urban dwellers to develop utilise and strengthen adaptive and coping strategies for food security and self-reliance.

STRATEGIC OBJECTIVE VI

Develop community sustainable livelihoods action plans that represent the true aspirations of the refugees, IDP, returnees' community and processes that enhance their livelihoods.

The outputs are (1) community sustainable livelihoods action plans developed for each village where participatory methods has been undertaken with complete programme activities and Community PSDs that will guide the implementation of the community programme. (2) District sustainable livelihoods action plans developed out of community sustainable livelihoods action plans that would constitute the district development plan. (3) Provide funding for those districts that fall under the support and provide/avail forums for the presentation of the sustainable livelihoods Action Plans for those districts that fall outside support to funding by other donors.

STRATEGIC OBJECTIVE VII

Identify the requirements of a multi-track communication system that is responsive to stakeholder needs and promotes communication between different stakeholder groups at the district and community levels.

The outputs of this strategic objective are (1) Relevant stakeholders, who will be active in the multi-track communications system, identified and prioritised for action with an emphasis on women and other vulnerable groups, and the levels and types of interaction between stakeholders established.⁸ (2) Information and knowledge requirements of different stakeholder groups, the availability of required information and the potential means for communicating required information in a manner appropriate for each group, identified and, discussed amongst stakeholders. (3) MTC organic networking policies, strategies, structure and processes studied and reported with the implications for operationalising the MTC system analysed. (4) Functional communication tracks, channels media and tools, included in the MTC strategy identified and mapped, along with mechanisms for strengthening and/or operationalising them. (5) A Multi-Track Communication strategy that better utilises existing channels, media and tools that opens up new channels and media, and that ensures the regular flow of needed information and knowledge between stakeholders with an emphasis on women and other disadvantaged or vulnerable groups. (6) a well-operated, efficient and effective MTC network on sustainable livelihoods established.

STRATEGIC OBJECTIVE VIII

Enhance the utility of 's famine early warning systems at the community level to meet the requirements of different stakeholder groups at the sub-national levels and establish *mechanisms* that enable stakeholders to efficiently respond to pressing preconditions identified through participatory exercises.

The results of this work include inter alia (1) Enhanced relevancy and strengthened capacity of the famine early warning and improved analyses of food security and early warning related data and information. (2) Decentralised household food security and nutrition surveillance system established and operational in programme communities focusing on household food security nutrition, gender issues and other livelihood indicators. (3) Typical community needs, or preconditions, which may require a quick external response, in order to either avert an emergency or clear the way for sustainable development, identified and categorised along

⁸ This will also entail establishing a multi-track communication system that enables stakeholders to articulate needs and opportunities, share knowledge, create consensus, and develop capacity for effective and efficient operation and use of the sustainable livelihoods network.

with indicative responses to such needs. (4) Recommendations and consensus amongst stakeholders for establishing a quick response mechanism to rapidly meet essential preconditions which must be resolved as a prerequisite to further activity in the community, proposed and discussed with relevant 'stakeholders. (5) Establish criteria for direct funding of essential activities at the community level when all possible alternative Sources of funds have been exhausted, and the operational means for delivery, monitoring and evaluation by utilising the decentralised funding mechanisms

STRATEGIC OBJECTIVE IX

Improve entrepreneurship and management skills of identified refugees, IDPs and returnees, local cooperative and associations and improve the capacity for policy advocacy, development and implementation and create a conducive business environment for the smooth and competitive operation of small businesses and strengthen their capacity to deliver quality services.

Expected outputs in this regard will be (1) Building capacity for policy analysis, formulation and management, monitoring and evaluation developed at the relevant government, district, non-government and community levels. (2) Capacity for small business policy advocacy developed among all stakeholders and in particular the private sector, NGOs, relevant government bodies and communities. (3) Capacity of small business Support Institutions and Associations developed and appropriate management and institutional operational structure for implementation of the entrepreneurship-training component in place. (4) Entrepreneurship and management skills training programmes conducted and advice on one-on-one consultancy in business and technical services for proper management of viable businesses conducted. (5) Make information readily and easily available to small businesses with the strategic purpose of creating public awareness on various issues that are useful for small business entrepreneurs. Increase access to domestic, export markets by small businesses, and increase access to raw material and inputs by small businesses. (4) Outlining small businesses and their services and increase access of small businesses to technology.⁹

STRATEGIC OBJECTIVE X

Investigate, understand and articulate means to exploit actual and potential linkages between indigenous, adaptive strategies and contemporary knowledge and technology to enhance small holder productivity. (Through technology development, dissemination and enhanced use, as a means of improving food availability and food security at the household level.)

(1) A technology information bank with details of existing technologies in use, how they have been adapted over time, their efficiency and their potential contributions to self-reliance and food security. (2) Undertake participatory research on the role and changing nature of technology in livelihood systems for improving food security. (3) Develop recommendations for strengthening the capacity of technology development and transfer institutions for promotion of self-reliance and food security. (4) Stakeholders active in the fields of technology development improve, transfer, and adapt technology to be well acquainted with the *sustainable livelihoods approach* and programme and the technology-related studies and consensus for collaborative action achieved. (5) In collaboration with national and sub-national research initiatives and institutions, on-farm research recommendations for smallholder food productivity, food security, and self-reliance enhancement.

⁹ Inventory of prioritised technology needs established, inventory of technologies updated and disseminated. New Technologies developed in response to identified needs of the small businesses. Appropriate and cost-effective gender sensitive technologies transferred to small businesses. Medium Scale enterprises assisted in technology selection acquisition and negotiation and management skills. Selected proven technologies commercialised. Quality of products from small businesses improved. Productivity of small businesses enhanced.)

STRATEGIC OBJECTIVE XI

Generate and promote understanding and consensus on the underlying causes and potential solutions to seasonal food insecurity as a means of improving the stability of food supplies over time at the household level. This will be achieved through policy analysis, formulation and management concerning household resource management, food production mix decisions, and decisions concerning the sale of food versus its preservation and storage.

(1) Information and understanding on seasonal food insecurity at the community, household and individual levels in all districts with an active self-reliance, through the development and conduct of a new participatory methods. (2) A stakeholder strategy and action plan to stabilise livelihood supplies during traditional "hungry months", with consensus within and between different stakeholder groups at national, district and communities levels. (3) Undertake assessment of the use and potential of indigenous wild foods to contribute towards food security and livelihood systems, particularly during the lean seasons. (4) Improved management of household resources, especially food resources by all household members and women in particular, to avoid periods of hunger, by focusing on traditional coping mechanisms and strategies. (5) Improved household and community level food preservation, storage, and use and enhanced production fruit trees and root crops as a drought tolerant alternative food crop.

STRATEGIC OBJECTIVE XII

Utilise the formal education system to improve children's access to safe, adequate and nutritious food necessary to live a healthy and active life and enhance capacity among all people of to recognise signs of malnutrition, to understand the implications of malnutrition, and to know what can be done to avoid its serious consequences through multi-track communication..

(1) Review and recommendations for community sponsored school-feeding programmes. (2) Review and recommendations for direct and indirect delivery of nutrition messages through school curricula. (3) Enhanced capacity of schoolteachers to recognise the signs of malnutrition and to offer counselling and support to students and their families. (4) Enhanced gender sensitivity amongst the youth through a multi-track, multi-media nutrition awareness campaign focusing on the signs, implications, and potential cures for malnutrition and an awareness raising and empowering nutrition module developed, tested and refined for use in participatory methods and other PSL exercises. (5) Encourage the production and consumption of healthy, nutritious food for all. (Review of weaning practices in and recommendations for the production of nutritious weaning foods at both the household and commercial levels. Incorporation of demonstrations on the preservation preparation and consumption of nutritious foods, as an integral part of participatory methods and other PSL exercises, which involve prolonged stays in local communities. Advocacy and advice for crop diversification and production of healthy, nutritious and profitable alternative foods.