REVIEW OF DURABLE SOLUTIONS INITIATIVES IN EAST AND HORN OF AFRICA

Good practices, challenges and opportunities in the search of durable solutions

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ReDSS
Unlocking Protracted Displacement

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The search for durable solutions to protracted displacement situation in East and Horn of Africa is a key humanitarian and development concern. This is a regional/cross border issue, dynamic and with a strong political dimension which demands a multi-sectorial response that goes beyond the existing humanitarian agenda.

The Regional Durable Solutions Secretariat (ReDSS) was created in March 2014 with the aim of maintaining a focused momentum and stakeholder engagement towards durable solutions for displaced and displacement affected communities.

The secretariat was established following extensive consultations among NGOs in the region, identifying a wish and a vision to form a body that can assist stakeholders in addressing durable solutions more consistently. ReDSS is managed through an Advisory Group comprising of 11 NGOs: DRC, NRC, IRC, World Vision, CARE International, Save the Children International, OXFAM, ACTED, INTERSOS, Mercy Corps and Refugee Consortium of Kenya with DRC and IRC forming the steering committee.

The Secretariat is not an implementing agency but a coordination and information hub acting as a catalyst and agent provocateur to stimulate forward thinking and policy development on durable solutions for displacement affected communities in East and Horn of Africa. It seeks to improve joint learning and research, support advocacy and policy development, capacity building and coordination.

This publication was commissioned by ReDSS and conducted solely by Samuel Hall. The views and analysis therefore do not necessarily represent ReDSS' views.

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Nairobi, KENYA
Mogadishu, SOMALIA
Kabul, AFGHANISTAN

development@samuelhall.org
www.samuelhall.org

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GLOSSARY OF KEY TERMS

CIVIL SOCIETY ORGANISATION (CSO)	Wide array of organizations: community groups, non-governmental organizations (NGOs), labor unions, indigenous groups, charitable organizations, faith-based organizations, professional associations and foundations that have a presence in public life, expressing the interests and values of their members or others, based on ethical, cultural, political, scientific, religious or philanthropic considerations. (WB)
DISPLACEMENT-AFFECTED COMMUNITIES	All displaced populations and host communities. (ReDSS)
DURABLE SOLUTIONS	A durable solution is achieved when the displaced no longer have any specific assistance and protection needs that are linked to their displacement and can enjoy their human rights without discrimination on account of their displacement. It can be achieved through return, local integration and resettlement (IASC framework).
IASC FRAMEWORK ON DURABLE SOLUTIONS	The Framework, endorsed by the IASC Working Group in December 2009, addresses durable solutions following conflict and natural disasters. It describes the key human rights-based principles that should guide the search for durable solutions.
INTERNAL DISPLACEMENT GUIDING PRINCIPLES	The involuntary or forced movement, evacuation or relocation of persons or groups of persons within state borders. The 1998 United Nations Guiding Principles on Internal Displacement restate and compile human rights and humanitarian law relevant to IDPs.
INTERNALLY DISPLACED PERSON	"Persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border." (Guiding Principles on Internal Displacement)
LOCAL INTEGRATION	A complex and gradual process, comprising three distinct but interrelated dimensions: local, economic and socio-cultural. (UNHCR)
PROTRACTED DISPLACEMENT SITUATION	Situations where the displaced "have lived in exile for more than 5 years, and when they still have no immediate prospect of finding a durable solution to their plight by means of voluntary repatriation, local integration or resettlement" (UNHCR/Crisp)
TRANSITIONAL SOLUTIONS	A framework for transitioning displacement situations into durable solutions, requiring a partnership between humanitarian and development actors, refugees and host communities, and the participation of local actors through area-based interventions. Transitional solutions seek to enhance the self-reliance of protracted refugees, IDPs and host communities alike. (ReDSS/Samuel Hall 2015)
REFUGEE	A person who "owing to well-founded fear of persecution for reasons of race, religion, nationality, membership of a particular social group or political opinions, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country" (Geneva Convention relating to the Status of Refugees, Art. 1A(2), 1951)
RESETTLEMENT	The transfer of refugees from an asylum country to another State that has agreed to admit them and ultimately grant them permanent settlement. (UNHCR)

ACRONYMS

ACTED	Agency for Technical Cooperation and Development
ADESO	African Development Solutions
ARRA	Administration for Refugee and Returnee Affairs
BRCiS	Building Resilience Communities in Somalia
CSO	Civil Society Organization
CSP	Charities and Societies Proclamation
DAFI	Albert Einstein German Academic Refugee Initiative
DFID	Department of International Development (United Kingdom)
DRA	Department of Refugee Affairs
DS	Durable Solutions
EU	European Union
EUTF	European Union Trust Fund
FAO	Food and Agriculture Organization of the United Nations
GISR	Global Initiative for Somali Refugees
IASC	Inter-Agency Standing Committee
IAWG	Inter-Agency Working Group
ICGLR	International Conference on Great Lakes Region
ICVA	International Council of Voluntary Agencies
IDMC	Internal Displacement Monitoring Centre
IDP	Internally Displaced Person
IGAD	Intergovernmental Authority on Development
IHDG	Informal Humanitarian Donor Group
ILO	International Labour Organization
INGO	International Non-Governmental Organization
IGAD	Intergovernmental Authority for Development
IHDG	International Humanitarian Donor Group
KII	Key Informant Interview
INGO	International Non-Governmental Organization
NDP	National Development Plan
NGO	Non-Governmental Organization
NRC	Norwegian Refugee Council
OAU	Organisation of African Unity
OCP	Out-of-Camp Policy
PRS	Protracted Refugee Situation
PSG	Peace and State-building Goal
RBA	Rights-Based Approach
RC/HC	Resident Coordinator/Humanitarian Coordinator (Office of)
ReDSS	Regional Durable Solutions Secretariat
ReHOPE	Refugee and Host Empowerment Program
SDG	Sustainable Development Goal
ToC	Theory of Change
UN	United Nations
UNDP	United Nations Development Program
UNHABITAT	United Nations Human Settlements Programme
UNHCR	United Nations High Commissioner for Refugees
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNSG	United Nations Secretary General
WB	World Bank
WHS	World Humanitarian Summit

1 INTRODUCTION

On the displacement crises in the East and Horn of Africa. 11.7 million people were displaced in the region at the end of February 2016, mostly in Sudan, South Sudan, Somalia and Ethiopia.[1] Displacement results from a combination of conflicts, climatic and development shocks driven by "poor governance, environmental degradation, food insecurity, and lack of economic opportunities".[2] If the challenge is as much structural as crisis-related, can there be a common response? Is there a common understanding on durable solutions by key actors? This report focuses on the response to forced displacement in four countries: Ethiopia, Kenya, Somalia, and Uganda, and on regional learning.

On a solutions system. All stakeholders interviewed for this review in the region agree that 1) the lack of a common system, 2) unclear coordination, and 3) the missing evidence base, are key structural challenges to finding durable solutions. Over the last decade, stakeholders at the country, regional and global levels have been seeking to unlock solutions through new initiatives and ideas – all of which have been detailed in this report. These initiatives provide fertile ground from which to learn and build a more comprehensive and collaborative agenda in the search for durable solutions in the region. Rather than a lack of vision on durable solutions, there are many visions carried out without a common agenda for coordination and learning. This report explores the junctures at which these initiatives have come together or in some cases, have failed to do so, providing opportunities and entry-points into an actual durable solutions system. The nature and scale of displacement in the region requires attention from all sides, including civil society, private sector and development actors, beyond just humanitarian actors. Global discussions on partnerships, financing and local solutions remind us of the need to learn from concrete examples.

What this report does. This report asks: Is it possible to aim for a strengthened durable solutions system in the East and Horn of Africa? The key drivers of solutions are analyzed based on past programmes, including lessons learnt in order to form the building blocks for future solutions and to unlock barriers to solutions in protracted situations.

The Solutions Unit of UNHCR Geneva is planning a "Solutions Library" to consolidate a database of initiatives on Durable Solutions, a step in the right direction. This review provides evidence from a rapidly evolving East African context to feed into the learning on solutions. It argues for the creation of stronger synergies and a learning agenda. If one consensus emerges from all interviews, it is the need to build evidence from communities up, to inform durable solutions as a process to be taken forward gradually, through best practices, lessons learned, and collective thinking.

This review looks at the linkages between existing initiatives and identifies missing or less visible actors that have been contributing to durable solutions. This will inform the learning agenda, capacity development and advocacy activities needed to support durable solutions initiatives.

1   OCHA February 2016.
2   World Bank (2015) Eastern Africa HOA Displacement Study: Forced Displacement and mixed Migration in the Horn of Africa, p.12.

OBJECTIVES OF THE STUDY

This study was commissioned by the Regional Durable Solutions Secretariat (ReDSS) to assess the durable solutions system(s) operating in the region by reviewing existing initiatives, frameworks and commitments on solutions. The assumption of an existing "system" is challenged by stakeholders and addressed in this report.
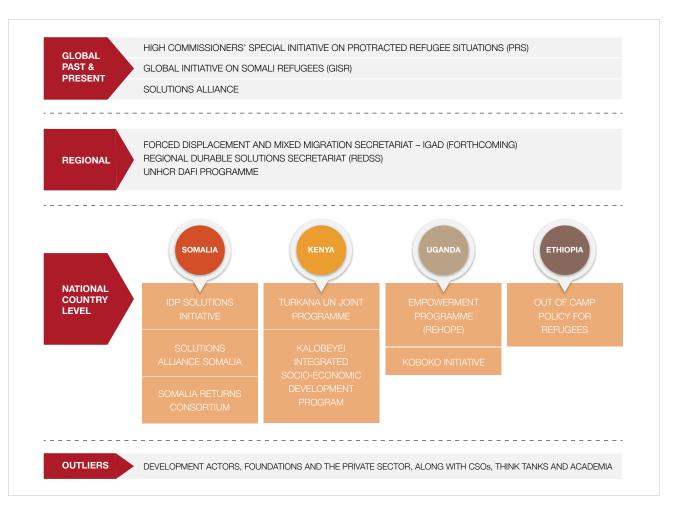
TABLE 1: SPECIFIC RESEARCH QUESTIONS OF THE STUDY

RESEARCH QUESTIONS		
1. What is the current coordination system for DS in the Horn of Africa and how is it envisaged to work?	2. How is the coordination system functioning in practice?	3. What actions are needed to ensure a more effective and consistent achievement of durable solutions?
With whom does the mandate of solutions sit?	What is working and not working?	Is there a system in place or is the assumption misleading?
What are the elements of a system for durable solutions in the Horn of Africa?	What is the perspective of key stakeholders on coordination?	Do the current initiatives amount to a durable solution system in the Horn of Africa?
What is the current legal and policy framework shaping the response regionally?	What are the lessons learned and best practices to build on?	Are the current activities adequate? How can they be strengthened?

RATIONALE FOR THE STUDY: DECONSTRUCTING A VARIETY OF GLOBAL, REGIONAL AND NATIONAL INITIATIVES

The UN Secretary General's policy committee decision 2011/20 identified coordination as one of the key gaps in durable solutions, arguing that it was ineffective between key actors on development, human rights, humanitarian and peace-building, thereby affecting any efforts geared towards IDPs and refugees. In addition, there needs to be a smooth transition into more development coordination mechanisms to combine humanitarian and development needs (UN, 2011). This review counts 14 on-going initiatives on durable solutions in the four focus countries of this research (Ethiopia, Kenya, Somalia, and Uganda).

FIGURE 1: SNAPSHOT OVERVIEW OF GLOBAL, REGIONAL AND NATIONAL INITIATIVES IN THE EAST AND HORN OF AFRICA

GLOBAL PAST & PRESENT
- HIGH COMMISSIONERS' SPECIAL INITIATIVE ON PROTRACTED REFUGEE SITUATIONS (PRS)
- GLOBAL INITIATIVE ON SOMALI REFUGEES (GISR)
- SOLUTIONS ALLIANCE

REGIONAL
- FORCED DISPLACEMENT AND MIXED MIGRATION SECRETARIAT – IGAD (FORTHCOMING)
- REGIONAL DURABLE SOLUTIONS SECRETARIAT (REDSS)
- UNHCR DAFI PROGRAMME

NATIONAL COUNTRY LEVEL

SOMALIA
- IDP SOLUTIONS INITIATIVE
- SOLUTIONS ALLIANCE SOMALIA
- SOMALIA RETURNS CONSORTIUM

KENYA
- TURKANA UN JOINT PROGRAMME
- KALOBEYEI INTEGRATED SOCIO-ECONOMIC DEVELOPMENT PROGRAM

UGANDA
- EMPOWERMENT PROGRAMME (REHOPE)
- KOBOKO INITIATIVE

ETHIOPIA
- OUT OF CAMP POLICY FOR REFUGEES

OUTLIERS
- DEVELOPMENT ACTORS, FOUNDATIONS AND THE PRIVATE SECTOR, ALONG WITH CSOs, THINK TANKS AND ACADEMIA

METHODOLOGY

Secondary Literature Review

A large volume of research, programme documents, policy papers, thematic briefs and academic articles exist on durable solutions. The findings and arguments presented in this study are grounded in an intensive and comprehensive review of existing literature on durable solutions including:

- Durable solutions indicators framework (Annex 1)
- International and regional policy and legal frameworks to durable solutions (including legal instruments, conventions, national laws and strategies relevant to durable solutions)
- Research published on regional displacement issues and trends as well as national level work
- A review of mandates, coordination systems, and programmes
- A number of unpublished documents shared by key informants that fed into the analysis.

Key Informant Interviews (KIIs)

Over 70 KIIs were conducted across sectors, countries and regions to understand perspectives on durable solutions, the level of thinking, strategy and action on durable solutions globally, and in the Horn of Africa specifically.

Their responses provided:
1. Insight on the range of durable solutions programmes and coordination mechanisms;
2. Best practices, lessons learned, challenges and ways forward informing the design of existing or future durable solutions initiatives; and
3. Perspectives of other non-traditional actors that they have engaged in roundtable discussions, panel meetings and conferences discussing the potential of partnerships and collaboration within the region.

Their responses were then matched with desk review literature and additional documents provided by the key informants related to durable solutions. Furthermore, they provided recommendations based on their expertise on how a regional coordination system can be developed, who the key players should be, who should lead the coordination efforts and the desired or expected results. Table 2 below outlines the number of interviews conducted for this study.

SCOPE AND LIMITATIONS OF THE STUDY

TABLE 2: OVERVIEW OF THE NUMBER OF ACTORS INTERVIEWED

Category	Kenya	Uganda	Somalia	Ethiopia	Regional	Total
Humanitarian	5	3	11	5	8	**32**
Development	1	-	1	1	3	**6**
Donors	5	-	5	3	-	**13**
Private Sector/Foundations	-	-	-	-	3	**3**
Academics	2	1	2	1	8	**14**
Government	1	-	1	-	1	**3**
CSOs	2	1	1	-	-	**4**
Total	**16**	**5**	**21**	**10**	**23**	**75**

The aim of the review is to develop an understanding of:
- The existing efforts towards durable solutions in the East and Horn of Africa, facing one of the highest rates of protracted and forced displacement in the world,
- The need for a coordinated way forward to guide policy and practice on forced displacement in the region, within existing international legal and normative frameworks.

The scope of this review include the representation of voices on durable solutions in the region:
- Table 2 showcases one of the key findings of this review: durable solutions initiatives remain primarily a conversation led by and between humanitarian actors.
- The initial plan was to interview 30 key informants (5 per country plus 5 at a regional level). The research team expanded the duration and range of interviews to adapt to a setting where the sheer numbers of initiatives and actors required an expanded, snowball approach.
- The number of regional interviews highlights the key role played by regional offices and hence opportunities for regional coordination on durable solutions.

Constraints included the availability and accessibility of interlocutors:
- The landscape in Kenya and Somalia is more diverse with a larger number of actors – the same landscape is not present equally in the region. Access to government officials in Ethiopia and Uganda was limited, along with access to development actors. Contacts were not available with ReDSS and other stakeholders, highlighting the limited participation of development actors in durable solutions initiatives.
- The private sector is present, notably through local initiatives in camps such as Dadaab in Kenya and Dollo Ado in Ethiopia, but contacts of relevant interlocutors were either not shared or the contacts did not respond. This shows a limited engagement by the private sector, with limited information sharing and coordination on durable solutions.

Photo by Axel Fassio
Asha, IDP at her tailoring Business, Gardo IDP settlemant Somalia.

2 TAKING STOCK OF DURABLE SOLUTIONS EFFORTS IN THE EAST & HORN OF AFRICA

There are multiple layers at which legal instruments operate in a durable solutions system. On the one hand, there are international conventions that outline the principles of human rights and protection, on the other, there are regional frameworks, which in the case of the Horn of Africa include the 1969 OAU Refugee Convention, the 1951 Refugee Convention and its 1967 Protocol, the International Conference for the Great Lakes Region (ICGLR) Pact and the Kampala Convention on IDPs. However, while countries like Ethiopia, Kenya, Somalia, and Uganda are party to a number of the above conventions, their actual policies towards refugees and displacement-affected populations are governed by their own national interests. These national legal policies and laws provide key entry points for advocacy and programming on the ground: building a future for greater DS coordination nationally and regionally. They provide the overarching framework for durable solutions to operate in.

TABLE 3: OVERVIEW OF REGIONAL PROTOCOLS AND CONVENTIONS FOR THE DISPLACED

Country	1969 OAU Refugee Convention	The 1951 Refugee Convention and its 1967 Protocol	Great Lakes ICGLR Pact	Kampala Convention on IDPs	Domestic Legislation on refugees and IDPs	Mainstreaming displacement in national development plans
Kenya	Ratified	Ratified	Ratified	Not signed	IDP Act 2012 Refugee Act 2006	No.
Uganda	Ratified	Ratified	Ratified	Ratified	2004 National Policy on IDPs and Refugee Act 2006	Yes. The Settlement Transformative Agenda linking refugee management with National Development Plans
Somalia	Signed	Ratified	Non-member	Signed but not ratified	None in Somalia but Puntland adopted a policy on IDPs in 2012; Somaliland developing one	No. Although preliminary discussions on-going and led by the Solutions Alliance and the Walter Kälin initiative.
Ethiopia	Ratified	Ratified	Non-member	Signed but not ratified	Refugee Proclamation 409/2004	No.

DURABLE SOLUTIONS FRAMEWORKS: HOW IT SHOULD WORK IN THEORY

Emerging discussions show much dynamism around Durable Solutions (DS), even on the terminology used. New ideas and partnerships have emerged, and new actors are involved with their own language and literacy on the issue. Development actors and researchers speak of transitional solutions as a means to build legitimacy for durable

solutions.[3] Academic discussions zoom in on the possibility of a fourth solution: mobility as a durable solution.[4] Finally, humanitarian and development actors work together at a policy and technical levels to build a set of indicators and framework to define, measure and operationalize durable solutions.

DEFINING THE LANGUAGE ON DURABLE SOLUTIONS

Literacy on Durable Solutions[5]

Figure 2 shows what actors say about Durable Solutions. A word analysis was done based on the transcripts of interviews conducted for the study. The mapping shows that there are gaps between the legalistic definition and the practical operational considerations. The term "durable" is paired with "transitional" in the language of many stakeholders interviewed. The mapping also reveals the centrality of capacity and coordination if durable solutions are to be reached. The most common terms across all interviews were the twin words:

- Durable and transitional
- Coordination and capacity
- Sequence and action
- Evidence and strategy

All agree on the need for evidence to build a sound DS strategy. Yet, agreeing on words appears to be harder. The vocabulary on 'durable solutions' is now being complemented by the use of terms such as: transitional solutions, *alternative* solutions, and *innovative* solutions – that are shaping the discourse. Not all agree with these terms. From a legalistic standpoint, they cannot and should not replace durable solutions. But from a pragmatic standpoint, this dynamism around terminology offers entry points for coordination to take shape in a more inclusive manner. The word mapping below illustrates these entry points.

"What a solution is? The person's ability to enjoy rights as the same extent as the people around them."
– UNHCR

"We have enough to explain the concept and make it concrete. The words themselves can be a bit vague. It is important to clarify what we mean and have a common understanding."
- IDMC

FIGURE 2: WORD MAPPING ON DURABLE SOLUTIONS[6]

3   World Bank, 2015; ReDSS/Samuel Hall 2015
4   Long, K. (2014) Rethinking Durable Solutions, in the Oxford Handbook of Refugees and Forced Migration Studies; Long, K. (2013) The point of no return: refugees, rights and repatriation, p.213; Hammond, L. (2011) speaking of transnationalism as a fourth durable solution, RSC seminar, available online: 60-Wednesday-trinity-2011-03.mp3.
5   January 2015 interview with Loren Landau, Director of the African Centre for Migration and Society (ACMS), Wits University
6   Based on Transcript Notes taken from Key Informant Interviews

FIGURE 3: "DURABLE SOLUTIONS LITERACY" BY ACTOR: KEY WORDS USED BY CATEGORY OF ACTOR

Governments' key words on DS

- Convention, obligation, repatriation, return
- Capacity building, training
- Data, evidence, mapping
- National development plans, strategy, coordination structures
- Security

Humanitarian Actors (HA) key words on DS

- Durable and transitional solutions
- Sequence, progressive, operational: regional and local solutions
- Policy, strategy, action, implementation
- Leadership, RC/HC, multi-partner, development, whole of government approach
- Prioritization, rights-based approach

Development Actors (DA) key words on DS

- Transitional solutions on the way to durable solutions, sequence
- Research, evidence on the impact of DS on development
- Capacity building
- Advocacy
- Harmonization, planning, coordination, action

Solutions Alliance Somalia (SAS) key words on DS

- 2014: Network, partnership, lessons learned
- 2015: Planning, assessment, framework, results chain, indicators, outcomes, activities
- 2016: RC/HC, other initiatives, development, government, capacity, new actors, quick wins, from theoretical to practical

Private sector actors and Foundations key words on DS

- Collaboration with all partners including CSO, academia to share cost of investments
- Changing paradigms on migration with a focus on mobility, benefits of migration
- Use of ICT, coverage, link
- Alternative solutions, opennness to innovate, infrastructure, financial modelling

Academia

- Beyond 3 solutions to a 4th solution : mobility
- Transitional solutions
- Area-based, Initiatives / alternative engagements outside of HA
- Technical entry points: urban planning, health, education

Taking the example of the Solutions Alliance[7] – situated in the middle of Figure 3 due to its combined membership of HA, DA and governments – the language shows an annual evolution, and an opening to other actors. Is this "open approach" recognized by all? Not yet. Interviews show that other stakeholders have not seen an evolution and have disconnected from the Solutions Alliance process – notably academic stakeholders. This is an opportune time then to look at the language on durable solutions. The Solutions Alliance should bring key players together yet they do not all speak the same language and may not work together but can still discuss durable solutions. The language used on DS has to speak to all sides and within that, entry points include:

1. **Transitional solutions**
2. **Alternative engagements and alternative solutions**
3. **Innovation on durable solutions,** with technical, financial, and advocacy entry points; with new actors and the development of different types of collaboration to share the cost of investments in durable solutions.

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7   On 12 March 2015, the Solutions Alliance Somalia (SAS) Group was launched in Nairobi. Linked to the global level Solutions Alliance Initiative, the Somalia Group provides a platform for collaboration to support Somalia's refugees and IDPs to find durable solutions.

EXISTING DURABLE SOLUTIONS FRAMEWORK IN THE EAST & HORN OF AFRICA

Initiatives with strong leadership
Initiatives with a local, area-based focus
Initiatives focusing on learning
Initiatives that require fine-tuning

TABLE 4: NATIONAL AND REGIONAL INITIATIVES: A TOTAL OF 14 ON-GOING DS INITIATIVES IN THE 4 COUNTRIES SURVEYED

	Initiative	Coverage	Objective	Membership	Coordination channels
DS Initiatives with Strong Leadership	Solutions Alliance	Multiple	• Support innovative durable solutions • Shape the global policy agenda • Mainstream DS in the development agenda	Development and Humanitarian organizations, Donors, academics, governments	Roundtable meetings, Alliance Thematic Groups, National groups
	IDP Solutions Initiative	Somalia	• Improve IDP living conditions • Increase self-sufficiency • Increase government ownership	Inter-agency channels led by the office of the UNSG, RC/HC and the FGS	Government, Development Protection cluster Displaced community groups DSRSG Working Group
	Refugee and Host Empowerment Programme (ReHOPE)	Uganda	• Deliver sustainable livelihoods • Develop integrated and sustainable social service delivery system • Build community resilience • Provide protection incl. emergency response and space to promote full enjoyment of rights • Build refugees' skills and capacities in preparation for return to their home countries	Inter-agency (government, private sector, humanitarian and development)	Joint coordination between partners, planning workshops, coordination meetings, National Development Plans II
DS Initiatives with a local, area-based focus	Out of Camp Policy for Eritrean Refugees	Ethiopia	• Allow Eritrean refugees living in camps to reside in urban areas where they meet a number of criteria, including having an urban sponsor • Provide skills training and education • Curb secondary movement and alleviate the pressure for resettlement.[8]	Government and UNHCR	ARRA and UNHCR, Implementing partners: NRC etc.

8 As detailed in the UNHCR (2011) Global Appeal Update, http://www.unhcr.org/4cd95fcc9.pdf.

Initiative	Country	Objectives	Partners	Engagement
Turkana UN Joint Programme	Kenya	• Governance, human capital development, economic growth, environmental sustainability • Integrate refugee and host economies through area-based programming opportunities • Prepare the host community to take advantage of emerging economic opportunities in upcoming extraction and agriculture • Reduce overdependence on humanitarian aid and support greater self-reliance	Development and Humanitarian organizations (UN system in Kenya, World Bank, NGOs), Turkana County Government	Field-based research Technical Working Group Joint UN-County steering Joint coordination, planning workshops, meetings Local county meetings National level meetings
Kalobeyei Integrated Socio-Economic Development Program (KISEDP)	Kenya	• Sustainable Integrated Service Delivery and Skills Development for host and refugee populations; • Site Planning and Infrastructure Development; • Agriculture and Livestock; and • Private Sector and Entrepreneurship.	County government and UNHCR-led initiative, with UN humanitarian and development agencies, refugee and host communities	Community dialogues, stakeholder engagements
Koboko Initiative	Uganda	• Strengthen community resilience • Increase sustainable incomes and employment opportunities in the district • Refugees and host community economic cooperation to foster peaceful co-existence	Local district government, Development and Humanitarian organizations (UNHCR and NGOs such as ACAV and KATO Eco Farming Limited)	Community dialogues
UNHCR Higher education scholarship programme - Albert Einstein German Academic Refugee Initiative (DAFI)	Ethiopia, Uganda, Kenya	• Promote self-reliance and empowerment of the student with skills needed for employment • Develop qualified human resources and build capacity and leadership of refugees to contribute to reintegration upon repatriation • Facilitate integration, temporary or permanent, contribute skills to the host country, if repatriation is not possible	UNHCR	UNCHR Field offices meetings, workshops with German embassy

	Initiative	Country	Objectives	Actors	Coordination
DS Initiatives focusing on Learning	Regional Durable Solutions Secretariat (ReDSS)	Multiple	• Research and information management to promote a culture of learning to improve durable solutions programing and policies • Capacity building to strengthen capacity of NGOs and key stakeholders in the field of durable solutions in the region • Advocacy and policy • Coordination to ensure synergies and maximize opportunities	Coalition of Civil Society Actors	Steering committee comprising of IRC and DRC. Advisory Group (11 NGOs)
	Profiling by the Joint IDP Profiling Service	Somalia	• Provide up to date information on displacement and IDPs living conditions • Create a baseline for policy implementation for a comprehensive IDP DS strategy	Governments and international NGOs and UN humanitarian agencies	Inter-agency coordination meeting, SAS technical workshops, profiling coordination trainings
DS initiatives requiring fine-tuning	Voluntary Repatriation of Somali Refugees	Kenya Somalia	• Safe and dignified return for refugees; • Voluntariness of the decision to return; • Protection safeguards • Standard operating procedures • Strategic protection partnerships	Country Governments (Somalia and Kenya) UN Humanitarian agencies, local and international NGOs	Tripartite Commission meetings (5 times a year) Commission Committee and Secretariat and Technical Committee Inter-agency return forums Inter-agency cross border coordination monthly meetings (UNHCR, 2015:15)
	Somalia Return Consortium	Somalia	• Respond to voluntary return as a solution • Provide standardized support to IDPs • Ensure IDPs return voluntarily	Humanitarian and development actors	Inter-agency database Feedback reports
	Strategy for Durable Solutions for IDPs in Somali Regional State	Ethiopia	• Strengthen infrastructure in IDP hosting areas • Promote and enable the shift for IDPs towards sustainable development and self-reliance • Promote joint planning, responsibility, and commitment amongst key government and non-government actors (Strategy Paper)	Somali Regional State (SRS) sector representatives UN humanitarian and development agencies, International NGOs.	Durable Solutions Working Group at Jijiga is main coordination forum, Ad-hoc task forces
	Global Initiative for Somali Refugees (GISR)	Multiple	• Articulate commitment to Somali refugees • Agree on common ground for DS • Create enabling conditions for refugee returns	UNHCR and Country Governments (Djibouti, Ethiopia, Kenya, Somalia, Uganda and Yemen)	Addis Ababa meeting, Regional dialogues Consultation meetings

Note: The list of initiatives provided does not include:

1. Operations with limited stakeholder engagement, for example the following operations in Kenya:
    a. Operation Rudi Nyumbai - ORN *(Operation Return Home),* to assist IDPs to return back to their place of residence.
    b. Operation Tujenge Pamoga *(Operation Let's Build Together)* to encourage communities to rebuild their lives together, and to encourage IDPs to return
    c. Operation Ujirani Mwema *(Operation Good Neighbourliness),* to improve relations between displaced populations and host communities

    The well-founded nature of operations such as ORN have been questioned by civil society actors[9] and the Kenya Human Rights Commission (KHRC) for not sufficiently taking a rights-based approach and a wider perspective of durable solutions beyond return, based on a monitoring of the programme. In light of such concerns, they have not been included as durable solutions initiatives explored in this review.
2. Initiatives targeting vulnerable populations at large and the displaced among them exist. They focus on preventative measures in conflict-affected populations and areas that do not aim to achieve durable solutions, but contribute to the well-being and dignity of the displaced.
3. Past initiatives like the Regional Durable Solutions Strategy for Somali Refugees or the Development Aid for Refugees (DAR) in Uganda that have since been integrated into other initiatives.
4. Past initiatives like the Great Lakes Strategy which stakeholders have not been able to comment on.

HOW TO DIFFERENTIATE THESE INITIATIVES?

The color coding in Table 4 shows that initiatives can be regrouped – not by geographic scope but by their strength in terms of: leadership, localized and area-based focus, and learning. The potential for synergies rests in bringing together three key categories of DS initiatives:
1. DS Initiatives with broad-based leadership
2. DS Initiatives with a local focus
3. DS initiatives that show the rise of learning within the DS agenda in the region.

These initiatives are further analyzed and discussed below.

DS INITIATIVES WITH BROAD-BASED LEADERSHIP

Somalia IDP Solutions Initiative
The most recent DS initiative launched in the region is in Somalia. It follows the Secretary General's directive and embeds the leadership within the office of the RC/HC. With the support and leadership of Walter Kälin, the Representative of the UNSG on the human rights of IDPs, this initiative's strength is threefold: being embedded in Somalia, with the buy-in of authorities, and harmonized with the UN-led cluster system in order to prioritize IDP solutions with the governments of Somalia.

Dr. Kälin, along with the Resident and Humanitarian Coordinator for Somalia (RC/HC) and heads of UNHCR, OCHA, ILO, FAO and of the UN protection cluster, reached out to Hargeisa, Bossasso, Galkayo, Garowe, Baidoa, Beletweyene, Kismayo and Mogadishu with:
- A clear leadership
- A local effort based on consultations with authorities to shift paradigms
- A strong focus on community driven approach prioritizing IDPs at the grassroots level

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9   http://resource.khrc.or.ke:8181/khrc/bitstream/handle/123456789/58/IDP's%20Resettlement%20Monitoring%20Report-%20DRAFT%20OCT%2028.pdf?sequence=1

- A clear integration of IDPs into development planning with development actors' support
- A comprehensive solutions strategy to feed the national development plans, at the World Humanitarian Summit and at the World Bank State conference in March 2016.
- An implementation plan with concrete operational objectives
- An innovation component – which stands out from all other on-going DS initiatives.

The feasibility of local integration for IDPs: from a peacebuilding perspective, this initiative integrates national development plans to support solutions, notably the feasibility of local integration for IDPs. In early May 2016, the RC/HC announced the launch of an innovation fund for Somali IDP youth living in camps. The innovation competition seeks fresh ideas on durable solutions directly from the communities, to expand the durable solutions space beyond returns for other solutions favored by the displaced, and that may be more feasible. This component looks at filling gaps identified in this review – notably on mobility-based solutions, and the urban dimension of durable solutions.

Solutions Alliance – a Global Commitment and Partnership with Development Actors
The Solutions Alliance's added value and interest is in its wide partnership base including a mix of actors and donors not traditionally linked with forced displacement work. It remains the first such initiative to bring on board as equals development partners (UNDP, ILO, WB), humanitarian actors (UN, INGOs), academics (University of Oxford), and high-level government representatives from Denmark, Turkey and national chapters of the Alliance. The model has been evolving since its foundation in 2014, with its flexibility giving it more weight and credibility. Membership in the Alliance is broad: open to all who have an influence on DS, and who adhere to the vision of the Alliance. The Solutions Alliance secretariat will be launching an online platform where any entity – public or private, government or non-government, from policy to implementation and learning – can apply for membership with the main requirement being adhering to the values of the initiative. Now in its third year of existence, this is the first Durable Solutions initiative that seeks to open the space for other actors. It has been criticized for not doing so sooner, with some of its key working groups (around evidence and data, private sector involvement, rule of law and protection) having been restrictive rather than open, causing some members to drop out of the initiative after its first year.

The initiative focuses on global commitments, with national chapters, including Somalia and Tanzania (already operational) and Uganda and Zambia (in the making). The Government of Somalia and the Government of Kenya are both represented in the Solutions Alliance Somalia chapter. The Solutions Alliance has received commitment from the Federal Government of Somalia to be linked to the development agenda. UNHCR and UNDP consultants are supporting the RC/HC's strategy and embrace a synergy around the development of a solutions strategy for Somalia.

Somalia is the only country under review where two equally strong DS initiatives have emerged with both global and local commitments. The complementarity between the IDP Solutions Initiative and the Solutions Alliance should be acknowledged to form the basis of a coordination platform in Somalia:

While the first has its strength in a clear leadership of the RC/HC and of the Secretary General, the inclusion development and government actors, and the prioritization of IDPs with a grassroots and field-based presence, and is aligned with the humanitarian cluster system; the second has its strength in opening membership to a wider range of actors to an open membership, and reaching out beyond Somalia to global and regional objectives that can lead to minimizing national pressures on durable solutions. The Alliance has developed a solutions framework and results chain to be piloted that can serve as a framework for the development of the IDP solutions strategy, while the latter is pilot testing an innovation

component – an opportunity for lessons learned, information sharing and synergies between the two initiatives.

Meetings are on-going to ensure that the IDP Solutions Strategy and the Solutions Alliance Somalia are aligned at the top: while durable solutions were not on the New Deal[10] agenda, advocacy efforts have led to DS being included as a national development objective in Somalia in 2016 in the draft National Development Plan. To be successful, coordination between these initiatives in Somalia must feed the national development efforts. It will be detached from any one agency or mandate to being a collective and shared responsibility: a cross cutting issue for all. Durable Solutions have been integrated in the draft National Development Plan – in process of being finalized – under the Resilience pillar, which is the link between humanitarian affairs and development work.

This is a critical juncture in Somalia as durable solutions are recognized as a national, government-led, and development responsibility. Durable Solutions have made it on the political and planning agenda, an achievement of much advocacy around the issue in 2014 and 2015. The next stage is now open to critical leadership, in 2016, to detail what the process to durable solutions can be and operationalize it: highlighting, thanks to the leadership, the possibilities of local integration as well in Somalia, Somaliland and Puntland.

ReHOPE – Uganda

"Uganda provides a welcoming context for refugees in the region (…), they are seldom targets of negative rhetoric or perceptions, which is rare for refugees in host countries across the globe, including in other countries in East Africa. Being granted the right to work on the same level as nationals is an invaluable opportunity. (…) However, discussion of durable solutions seems to be a rarity in public space other than the assumption that Uganda is providing a temporary space for refugees until they are able to return home." (ReDSS 2016 Uganda Local integration review). Uganda's response to forced displacement – with a large protracted caseload of refugees from the DRC, South Sudan, Somalia, Burundi, Rwanda, Eritrea, and Sudan – is put forth as a best practice connecting aid and development.[11] Uganda has led efforts in the region towards out of camp solutions since 2006 with its Development Assistance for Refugee (DAR) Hosting Area Programme and with the Self-Reliance Strategy for Refugee Hosting Areas. This is the basis on which actors have continued building. The multi-year Refugee and Host Population Empowerment (ReHOPE) strategy is led by UNHCR to support resilience-building efforts for refugees in Uganda. It aims to bring together all durable solutions actors, including non-traditional ones (e.g. private sector) to develop new and innovative strategies of addressing durable solutions in the country. The leadership is strong in Uganda around this strategy, although it will require a strengthening of the layering and integration of actors beyond UNHCR, UNDP and the government.

The initiative is based on the following principles:
- Led by UNHCR but in full consultation for broad interagency support
- Collaboration is the term to achieve DS, moving away from an implementing partner (IP) modality
- Bilateral agreements with development donors
- Joint programmes with UNDP in refugee areas
- Small activities and initiatives that are being tested in an area-based approach

Acknowledgement of refugees' rights to work and move in Uganda and the use of rights-based mechanisms is a best practice of a host government adhering to the clauses of the 1951 convention and its 1967 protocol. The legal basis can be further strengthened through discussions at a national level, opening a political space for dialogue. For instance, current obstacles to full local integration mean that the option has been de facto prohibited: the

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10   A New Deal for Somalia was launched at the Brussels Conference on 16 September 2013, bringing the international community and Somalia together to endorse the Compact, pledge support to enable its implementation and re-commit to this new political process.

11   ReDSS (2016) Durable solutions framework: Refugee focus - local integration – Uganda 2016, conducted by Rachel Bernu.

Constitution is seen as prohibiting naturalization, a key outcome of local integration. The fact that refugees cannot live forever in displacement is to be acknowledged with all durable solutions including local integration and the realization that return may not be aligned with the needs and wants of protracted refugees. These are the next steps for the Ugandan experience (ReDSS 2016) to open up the political space nationally and to open up dialogue regionally on local integration alongside return and resettlement.

INVESTING IN LOCAL INITIATIVES – AREA-BASED INITIATIVES

Beyond the broad-based, political initiatives working to change mindsets and paradigms on solutions in Somalia and Uganda, are local initiatives, which show the most success and promises of success. Their strength is on constructing, based on field realities, area-based and community-based approaches that build on the strengths of the most viable within the host and refugee communities and respond to their vulnerabilities, with new approaches to implementation and coordination.

Reviewing these initiatives brings confirmation of the importance of area-based, local initiatives that build transitional solutions, building up to durable solutions. The four main initiatives under this category include two examples from Kenya's marginalized county of Turkana, Uganda and Ethiopia. Somalia is missing in terms of strong local initiatives to complement the strength of leadership initiatives reviewed in the previous section.

Ethiopia's Out-of-Camp Policy

"Whilst Ethiopia plays a strong role in welcoming and supporting refugees living on its soil, the favorable environment offered to refugees does not include in its framework durable solutions." – NRC/Samuel Hall 2014

Since 2010, small numbers of Eritrean refugees have been given opportunities to live outside the camp setting, sustain themselves independently, and access higher education, in agreement with the Administration for Refugees and Returnee Affairs (ARRA). As of May 2016, 4,618 are officially in the programme. The **Out-of-Camp Policy (OCP)** for Eritrean refugees – an alternative to camp-based solutions developed by the Government of Ethiopia – allows for refugees to leave camps to live in urban areas. Eritrean refugees living in Ethiopia have a particular cultural and historical connection to Ethiopia that has led to this dedicated policy focus. Although the OCP has been launched, no data to date exists on the refugees' level of economic and social inclusion outside of the camps. As the latest – and only publicly available – research on the OCP explains "the Out-of-Camp scheme established by the government is a welcome initiative that opens interesting opportunities for Eritrean refugees. Yet, it has not led to the expected results so far, as some gaps in the policy limit the protection and access to livelihood of refugees once out of the camp".[12] For the OCP to gain momentum, it will require programmatic adjustments and innovative solutions to address the issue of informal labor, in coordination with ARRA. Additionally, it will require the exploration of alternatives out of camps for other refugee caseloads, beyond Eritrean refugees. The 2014 assessment[13] details recommendations for a programme entitled *"From the Camp to the City"* as a phased approach to building self-reliance.

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12   Samuel Hall (2014) Living out of Camp: Alternatives to Camp-based Assistance for Eritrean Refugees in Ethiopia, commissioned by the Norwegian Refugee Council (NRC) p.6.
13   Ibid, p.7.

UNHCR / World Bank initiative in Turkana, Kenya

The World Bank's *Forced Displacement in the Horn of Africa* report highlighted key recommendations for local, area-based, humanitarian-development initiatives. One of these has led to a joint WB/UNHCR initiative in Turkana, Kenya, home to Kakuma camp, looking at the viability of an approach based on a refugee economy perspective: identifying possibilities for economic integration and livelihoods, based on assessments led by the World Bank in Kakuma in 2015. This follows a roundtable discussion that was held with UNHCR, WB, and the local county authorities of Lodwar in 2014 on the specific topic of the economic development of Turkana County.

The initiative in Turkana is to be supported by learning from a development and economic lens. Two initiatives feed the aim of an economic outlook to the situation in the refugee-hosting county and the options for durable solutions;

- First, an on-going World Bank study focuses on the impact of refugees in Turkana, measuring the impact using development tools rather than humanitarian tools, to base research on economic facts. The report is due for release in 2016.
- Second, a research conducted by Samuel Hall and funded by Africa Action Help International, DRC and UNHCR[14] explores opportunities for growth for refugees, and analyzes the challenges and opportunities in the Kakuma camp labor markets to link humanitarian and development programmes. The aim is to inform humanitarian actors' livelihood programming through market-based approaches firmly rooted in the realities of the local economies, bearing in mind the economic and regulatory frameworks limiting refugee economic activity. The research identifies three value chains – tomato, hides and skins, and Aloe Vera – for opportunities to create internships, training programs, tap into the private sector and link refugees with external markets including online markets.

Kalobeyi initiative in Turkana, Kenya

Kalobeyi is a new site developed near the refugee camp of Kakuma in Turkana County. It adopts a new camp model that departs from the traditional camp settings in the region, with the backing of the government, humanitarian and development actors. It is designed to support the integration of refugees in the local economy, to improve service provision and access to livelihoods for both refugees and hosts.

A key achievement behind this initiative is the agreement by the County Government and the local community to provide more land to accommodate the refugee population. The new site is being developed with sustainability in mind, i.e. with a development focus built from the start to integrate local and refugee economies to benefit both communities. This effort is an example of what can be done with the buy-in of local population, county and national governments, and donor governments. It is an indication of improving attitudes towards refugees in northwestern Kenya. A monitoring of the results will be needed to keep track of the promises of the new approach.

Koboko, Uganda

Koboko is a site where self-settled refugees, who were once living in settlements, now live. Reports document – as of 2005[15] – the needs for livelihoods of this population that has been denied assistance based on its decision to self-settle. Calls for recognition of the needs

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14   Samuel Hall (2016) Comprehensive market assessment – Kakuma, commissioned by DRC, AAH-I, UNHCR Kenya.

15   Refugee Law Project (2005) « There are no refugees in this area » : Self-settled refugees in Koboko, Working Paper No. 18, Kampala.

of these refugees (notably by the Refugee Law Project of Uganda) succeeded in bringing change, a positive sign of the impact of advocacy on refugee governance.

Koboko is now home to an initiative linking private and public sector to strengthen community resilience, increase sustainable incomes and employment through the use of new technologies and sources of energy. Key to this initiative has been the community dialogue as a planning and coordination process, matched by innovation in partnerships, methods and technologies to support livelihoods and environmental upgrading.

UNHCR Albert Einstein Germany Academic Refugee Initiative Fund (DAFI) – Highlight on Ethiopia

UNHCR's higher education scholarship programme (by the name of DAFI) is sponsored by the government of Germany and has been in existence since 1992. It is the main education programme at the crossroads of protection and durable solutions. In Ethiopia, it supports the education of any refugee student who is able to pass the university entrance examinations. The impact is not known as once the students graduate, there is no monitoring or tracking mechanism to know whether they are able to secure employment (the programme only supports access to education). The DAFI programme is part of a broader UNHCR strategy on self-reliance and durable solutions for refugees through higher education: to lead to gainful employment, build the human resources of the displaced, and support the leadership capacity of the next generation of qualified professionals, teachers, community workers, until a durable solution is found. The Ethiopia government provides similar support for refugees pursuant to en Ethiopian post-secondary scholarship initiative.

This initiative is highlighted in this review as a local initiative although its reach is global (Africa, Asia, Central and South America, Eastern Europe): the numbers remain limited and the programme little known by other stakeholders in the region. While some of the students work outside of the public sector and in the private sector, data on outcomes of the programmes and linkages with durable solutions initiatives is lacking. The programme also runs in Uganda and Kenya but interviews led for this review only identified it as active in Ethiopia.

FOCUS ON LEARNING: RISING INITIATIVES AND PROMISING PROSPECTS FOR COORDINATION ON DS

Regional Durable Solutions Secretariat (ReDSS)

ReDSS is a coalition of civil society actors aimed at maintaining a focused momentum and stakeholder engagement in the search of durable solutions for displacement-affected communities in East and Horn of Africa. ReDSS is managed through an Advisory Group comprised of 11 NGOs: DRC, NRC, IRC, World Vision, CARE International, Save the Children International, OXFAM, ACTED, INTERSOS, Mercy Corps and Refugee Consortium of Kenya, with IRC and DRC forming the steering committee. The Secretariat is not an implementing agency but rather a coordination and information hub that acts as a catalyst and agent provocateur to stimulate forward thinking and policy development on durable solutions in the region. It seeks to improve joint learning and research, and to support advocacy and policy development, capacity building and coordination to maximize coherent and aligned support at regional and country. In addition to a number of research, programing and advocacy papers, ReDSS has also adapted the IASC Framework for Durable Solutions for IDPs to develop the ReDSS Solutions framework. The Solutions framework comprises 30 indicators organized around physical, material and legal safety to measure durable solutions achievements in a particular context. This approach provides a snapshot in time to assess how far durable solutions for displaced populations have been achieved in a particular context.

The feedback from stakeholders reflects the utility of the ReDSS framework as a tool that increases accountability and offers a means to target activities, and improves standards with indicators addressing all aspects of durable solutions, namely: physical safety, livelihoods, education and documentation. "The ReDSS matrix (…) should be applied elsewhere, to think beyond old language around durable solutions."[16] Ranked highly on the Durable Solutions learning agenda, the final chapter of this report focuses on recommendations for ReDSS to expand its network of CSOs across protracted situations with a significant gap represented by the lack of CSO engagement in DS initiatives in the region – notably of local civil society actors that are not integrated (Uganda), legally sidelined (Ethiopia), not present (Somalia), or that are evolving towards greater engagement on durable solutions with the Government (Kenya).

Joint IDP Profiling Service (JIPS)

JIPS is an interagency initiative that provides access to data upon the request of its executive committee members comprising DRC, IDMC, IRC, NRC, the Office of the Special Rapporteur on the rights of IDPs, UNDP and UNHCR. Set-up in 2009, its mandate is to " to provide technical support to government, humanitarian and development actors seeking to improve their information about internally displaced populations. Since then, JIPS has become recognized as a profiling hub. Its primary mission is to provide profiling field support either directly (on-site) or remotely, through technical assistance, training and the provision of tools and guidance."[17] JIPS works to operationalize the IASC framework, to inform responses, and secure durable solutions for IDPs. JIPS' technical knowledge and experience in conducting consultative and collaborative profiling efforts around the globe, has led it to set standards for analyzing durable solutions. Its activities will include, increasingly, efforts towards development a global toolkit, strong baselines, and the ability to monitor progress over time.

Since 2014, JIPS has conducted two profiling exercises in the Somali regions, in Mogadishu and Hargeisa. The Hargeisa Profiling study found a majority of the IDPs to be economic migrants, mainly displaced from natural disasters. Of the South Central IDPs living in Hargeisa, the exercise found that only 57% of south-central IDPs living out of settlements and 69% of those living in settlements intend to stay permanently in Hargeisa.[18] These data can have significant impacts on initiatives aiming at the return side of durable solutions.

What is the difference between JIPS and ReDSS Indicators?
JIPS and ReDSS indicators are both based on the IASC framework. ReDSS broadens the scope to displacement-affected communities, while JIPS focuses on IDPs. ReDSS has developed the traffic light system and populates it with existing data – while JIPS provides an analysis tool, based on the framework, agency and cluster indicators, and SPHERE standards for globally standardized indicators for durable solutions. Both initiatives show the growing role of indicators and a standardized approach to a learning agenda on durable solutions. This evolution will need to continue to better disseminate lessons learned from these initiatives, and the tools developed and tested. JIPS and ReDSS both have the proven ability to shape the learning agenda, and importantly, to ensure localized efforts that feed into the DS agenda.

DS INITIATIVES REQUIRING FINE-TUNING

The Durable Solutions agenda in Somalia is currently being prioritized by key stakeholders, including donors and government agencies. While UNHCR has been facilitating the returns of Somali refugees from Kenya to Somalia following the Tripartite Agreement signed between the governments of Kenya and Somalia respectively and UNHCR (Voluntary return and

16   Key informant interview with Oxfam, January 2016.
17   http://www.jips.org/en/about/about-jips
18   JIPS/UNHCR (2015), Internal displacement profiling in Hargeisa report

repatriation program – VRRP), some donors and stakeholders are questioning these returns as conditions in Somalia are less than satisfactory for sustainable and safe returns.

At the same time, stakeholders are working to address Somalia's equally large IDP situation – more than 1.1 million IDPs in the country, with some displaced for decades due to war and insecurity, and others due to the 2011 drought. The majority of the IDPs live in and around Mogadishu where land issues are a big political and development challenge. Until recently, information about these IDPs was largely restricted to individual stakeholder assessments conducted in their programme areas.

The **Somalia Return Consortium (SRC)** was formed on 7th August 2012 to assist IDPs who voluntarily wanted to return to their villages of origin (VoO) in the return process. The programme is based on seven steps: initialization of the process and sensitization of local leaders; IDP intention survey; go and see visits, come and tell visits; support to an informed decision; registration and pre-departure process; return; returnee monitoring and referral system. The first step in this process – prioritization – poses significant challenges as the tools and data collection from the field are crippled with quality problems. If one of the requirements is to choose IDPs with no prospects of local integration or resettlement, the M&E instruments and tools do not capture yet this information. While the SRC should be in a unique position to inform on-going durable solutions initiatives with evidence and data on returns to South-Central Somalia, its data to date is not reliable enough to do so. The initiative will need to focus on 1) re-designing M&E tools and framework to ensure that information before, after displacement, and from the host community are systematically being collected to assess the impact of the programme, 2) aligning indicators to reflect IASC and ReDSS indicators (to date, most of its indicators are not aligned with global and regional frameworks, a key impediment to coordination).

Voluntary Repatriation of Somali Refugees from Kenya to Somalia: Over 2013/2014, UNHCR Kenya noted 50,000 spontaneous returnees who left over time and are no longer part of the biometric count in the camps. In 2014, a pilot project was designed to accompany such returns. To date, almost 9,000 refugees have formally returned to Somalia through this project. The pilot has since turned into a full-fledged voluntary repatriation programme. Gaps of information persist as to who spontaneous returnees are, how they move, why they return, and where and to what they return. A strengthened cross-border return and reintegration strategy is needed to support families through the transition from being assisted to becoming self-sustained returnees and active citizens of Somalia. With the National Development Plan of Somalia being drafted, UNHCR and partners will have a unique opportunity to strengthen coordination on information sharing, livelihoods programming, protection and reintegration strategies under the resilience pillar of the NDP.

The **Global Initiative for Somali Refugees (GISR)** was spearheaded in 2013, and led, in August 2014, to the *Addis Ababa commitment to Somali Refugees* – to continue to provide asylum to refugees and "intensify the search for durable solutions". This achievement has paved the way and facilitated the work of other initiatives on Somalia. GISR is managed from UNHCR HQ in close partnership with representatives in the six affected States, Djibouti, Ethiopia, Kenya, Somalia, Uganda and Yemen. It has already brought together international stakeholders to formulate core commitments, but its status in 2016 remains uncertain as most key informants interviewed were not aware of the status of the initiative. One opportunity to revive GISR would be to re-focus its commitment to education as part of a regional education strategy for Somali refugees.[19] A snapshot of the refugee population shows that 50% of the one million refugees in the region are below the age of 18. Existing initiatives are fragmented at the national and regional levels. A report drafted by Samuel Hall Director Hervé Nicolle shows that "pedagogic content, methods and objectives are not sufficiently prioritized: raising the quality and content of education requires a comprehensive approach starting with an active

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19   http://samuelhall.org/wp-content/uploads/2015/11/Regional-framework-UNHCR-Education-of-Somali-refugees.pdf

governmental support for refugee communities, it also requires the participation of refugee communities in the development of the education system." Reinforcing GISR' commitment to the education of Somali refugees is a possible next step in reviving a programme that shows an uncertain momentum and linkage to the realities on the ground. Through partners such as Vodafone Foundation, an innovative look to supporting education can be spearheaded regionally. Such efforts are currently on-going in Kenya – between UNHCR, Vodafone and Safaricom Foundations – and have proven a success in terms of connectivity, engagement and enrollment at schools.

Lastly, the Strategy for Durable Solutions for IDPs in Somali Regional State is currently inactive. This initiative is still included in this report, to highlight the importance of reviving initiatives for internally displaced persons and IDP hosting areas, to promote durable solutions for IDPs, and to focus on sub-national approaches in border areas.

COORDINATION ON DURABLE SOLUTIONS

How do Global, Regional and National initiatives come together?

"It is not just about who is doing what on durable solutions – but more importantly: who is not there, as part of the conversation and coordination? Who should be there?" (Loren Landau)

To the question "Who has the mandate to work on refugees?", UNHCR used to be the traditional response. Yet the landscape has changed and is supported now with a variety of actors from local to regional levels, with leadership on durable solutions being driven at the UN from the top – with the RC/HC position and the Secretary General's directive – and in the field, driven strategically and operationally by government, UN, NGOs and implementing partners. This landscape needs to be translated into reality equally across the continent.

The current lack of coordination between initiatives can be summarized in 7 key points:

- **Missing links between humanitarian and development plans are an obstacle to joint engagement:** All together, they do not systematically tap into the available coordination systems, whether humanitarian (the UN cluster system) or development (through national development plans). Durable solutions are mainstreamed in national development plans in just two initiatives.
- **Government leadership varies with national pressures** to promote return as the main durable solution. The different levels of capacity and cohesion of governments, processes of devolution in Kenya, of government restructuring in Somalia, and strong state-led processes in Uganda and Ethiopia mean that speaking of "government" in the singular is not possible. This emphasizes the need for a two-layered local and regional political approach to durable solutions to bypass national pressures.
- **Membership of CSOs and involvement of displacement-affected communities is lacking:** beyond implementing partners, civil society organizations and displacement-affected communities are under-represented, or at the 'bottom of the ladder' on discussions around durable solutions in the Horn of Africa. The case study of Somalia shows the feasibility of integrating CSOs in the DS architecture.
- **Academics are involved ad-hoc** with limited data and evidence gathering integrated in DS frameworks. They are seen as being outside of the operational landscape yet have more operational feedback to give in interviews than most practitioners who were not able to get passed the policy implications.
- **Private sector and foundations** are present in Kenya and Uganda specifically through formalized inclusion in the ReHOPE initiative, a best practice the next chapter will cover but absent from the DS planning in Ethiopia and Somalia, an opportunity to be further explored as voiced by humanitarian and development actors alike.

ETHIOPIA | KENYA | SOMALIA | UGANDA

- **Lack of common framework and lack of standards on the generation and availability of data, evidence and analysis** to better understand and operationalize a complementary humanitarian and developmental approach to reach durable solutions. The process must be viewed as a collective responsibility, not a mandate-driven or unilateral action.
- **Lack of a standard data protocol** to support disaggregation of data for better analysis, targeting, coordination and accountability, together with a guidance tool for adaption and use in different contexts.

Stakeholders agree to a lack of coordination and communication, between and within initiatives, with varying degrees of partnerships and actor inclusion, none of which are comprehensive as illustrated in Figure 5. This figure shows:

- The varying degree of engagement / non-engagement by key stakeholders.
- The degree of inclusivity of initiatives (through the color coding): these are often those that have shown the greatest leadership from the top in the government and UN and able to trickle down into a participatory mechanism that includes other actors.
- The missing links are those to be made with academia, CSOs and private sectors, which the next section of this report discusses.

The missing link with CSOs is due to the variety of what CSOs represent in the countries under review: the lack of connections to CSOs, the lack of availability or clarity on what constitutes a CSO (Somalia), the lack of ease in funding of CSOs (Ethiopia), the fact that CSOs work on DS without calling it DS (Uganda), and the evolving roles and influence of CSOs (Kenya).

FIGURE 5: COORDINATION GAPS WITHIN INITIATIVES IN THE EAST AND HORN OF AFRICA

INITIATIVE	Coverage	Government	UNHCR	Humanitarian Actors	Development Actors	CSOs	Donors	Academics	Private Sectors
Global Initiative for Somali Refugees (GISR)	Multiple	■	■						
Solution Alliance Somalia (SAS)	Multiple	■	■	■	■		■	■	
Regional Durable Solutions Secretariat (ReDSS)	Multiple		■	■	■	■	■		
Profiling by the Joint IDP Profiling Service (JIPS)	Multiple		■	■	■				
IDP Solutions Initiative	Somalia	■	■	■	■	■	■		
Somalia Return Consortium	Somalia	■	■	■	■	■	■		
Refugee and Host Empowerment Programme (ReHOPE)	Uganda	■	■	■	■	■			■
Koboko Initiative	Uganda	■	■	■	■	■			
Voluntary Repatriation of Somali Refugees	Kenya / Somalia	■	■	■		■			
Turkana UN Joint Programme	Kenya	■	■	■	■	■			■
IDP Strategy	Kenya	■		■	■	■			
Out of Camp Policy for Refugees	Ethiopia	■	■	■	■	■			
Strategy for Durable Solutions for IDPs in Somalia Regional State	Ethiopia	■	■	■	■				

Coordination Challenges within Initiatives
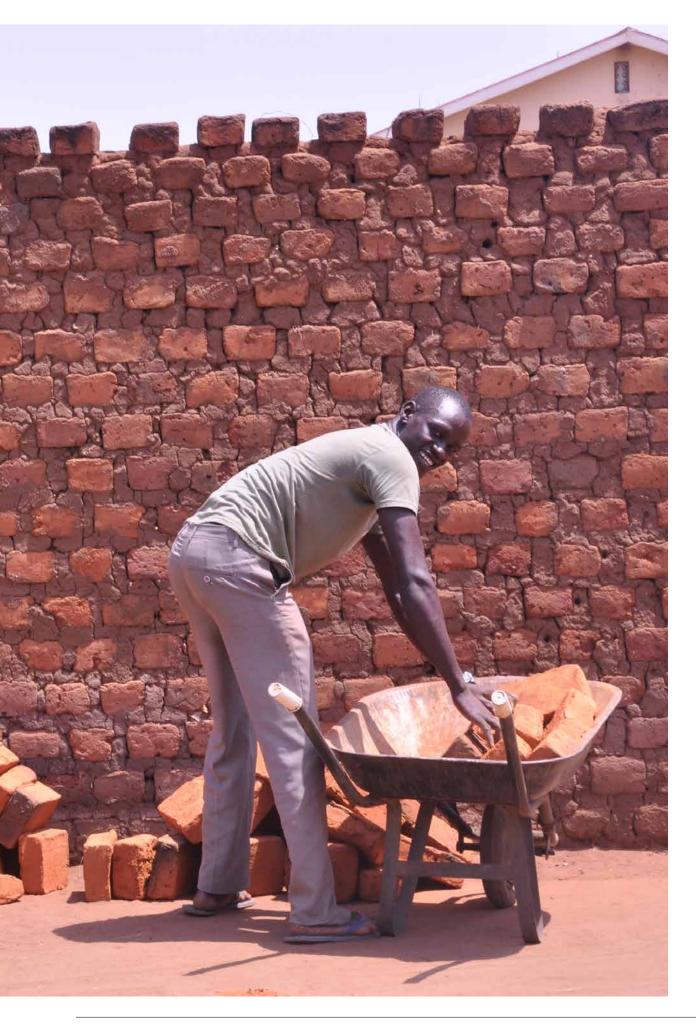
Humanitarian actors lead most DS process; Development actors involved in Somalia/Kenya

CSOs, Academics and Private Sector remain outside of initiatives, coordination, implementing projects/conducting research in isolation

While government organizations in most initiative are informed, their level of engagement varies a great deal

Donor focus on DS is strongest in Somalia

■ Engaged in coordination   Not engaged in coordination

GLOBAL LINKS: SYNERGIES WITH THE ON-GOING GLOBAL DIALOGUE

Washington DC
March 16, 2016
UNSG, WB President,
INGOs

3 KEY AREAS FOR
JOINT ACTION:

- Harmonizing data &
  Evidence

- Joint Engagements
  (Multi-Year)

- Financing Instruments

London
April 4 - 6, 2016
WB, DFID,
UNHCR

4 OBJECTIVES:

- Build consensus on
  core principles

- Identity practical
  measures,
  bottlenecks/good
  practices

- Agree on new
  approaches with a
  small number of
  countries

- Thematic focus: Local
  systems, Host
  communities,
  Economic growth and
  impactful financing

Istanbul
May 23 - 24, 2016
World Humanitarian
Summit

4 THEMES:

- Humanitarian
  Effectiveness

- Reducing vulnerability
  and managing risk

- Transformation
  through innovation

- Serving the needs of
  people in conflict with
  durable solutions

New York
September 19 - 20, 2016
Two events: 71st UNGA,
UNSG; US led high level
meeting president Obama

4 OBJECTIVES:

- Addressing large
  movements of
  refugees and migrants

- Global Principles

- Secure Commitments

- Strengthen Global
  Response

The EU Trust Fund (EUTF) for the Horn of Africa sets an agenda for strengthened dialogue and cooperation in the region on irregular migration and forced displacement. The objective is to durable support solutions through a focus on addressing root causes. The EUTF covers all four countries under this review and highlights the importance of long-term dialogue and regional cooperation frameworks. The 2016 timeline shows a momentum towards synergies between local, national, regional and global efforts:

- **Globally**
  - Durable solutions is at the center of the *'Leaving no one behind'* agenda, a core responsibility of the UNSG's Agenda for Humanity and a key component to address displacement in the 2030 Agenda for Sustainable Development
  - The European or Mediterranean 'crisis' has drawn in new actors on population movements between countries of origin, transit and destination. The leadership of the *International Council of Voluntary Agencies (ICVA)* is acknowledged as a possible voice to help coordinate collective NGO advocacy, mandate and NGO coordination, improving institutional arrangements and influencing practice.-
  - Migration and human mobility are included in 4 of the 17 *Sustainable Development Goal (SDG)* targets, a correction of their absence in the Millennium Development Goals. This provides an entry point for advocacy for a stronger development agenda on migration across all UN member states.
  - Expectations of the two events during the UNGA week in New York in September 2016 are high in terms of securing new commitments and funding, as well as setting new global principles.

- **Regionally**
  - The rise of actors on durable solutions is clear with strategic shifts among key actors and new comers starting to engage:
  - Protracted displacement situations in the Horn of Africa have a clear link to on-going global discussions in Washington, London, Istanbul, and New York.

- **Nationally,** coordination can be rectified with a new approach to forced displacement built within:
  - National development plans and new deal processes
  - The above set of regional and global commitments.

Photo by DRC Uganda
South Sudanese refugee in West Nile, Uganda gaining an income from making bricks

3 LEARNING FROM DURABLE SOLUTIONS INITIATIVES – A TOOLBOX FOR A DURABLE SOLUTIONS SYSTEM

Figure 6 shows the base at which Durable Solutions initiatives operate in the East and Horn of Africa, highlighting the current dynamism in this sector with a number of existing initiatives and approaches.

The Theory of Change diagram identifies the key:
- **Challenges** on coordination, prioritization and inclusion of key stakeholders
- **Recommended activities** to sequence, layer and integrate who does what where
- **Outputs** to achieve for an enhanced inclusion of all stakeholders
- **Outcomes** to enhance coordination, monitoring, communications, representation
- **Desired impact** on the ability to respond, and to link DS with resilience
- **Goal** for displacement-affected communities to live in safety and full enjoyment of their rights, without discrimination.
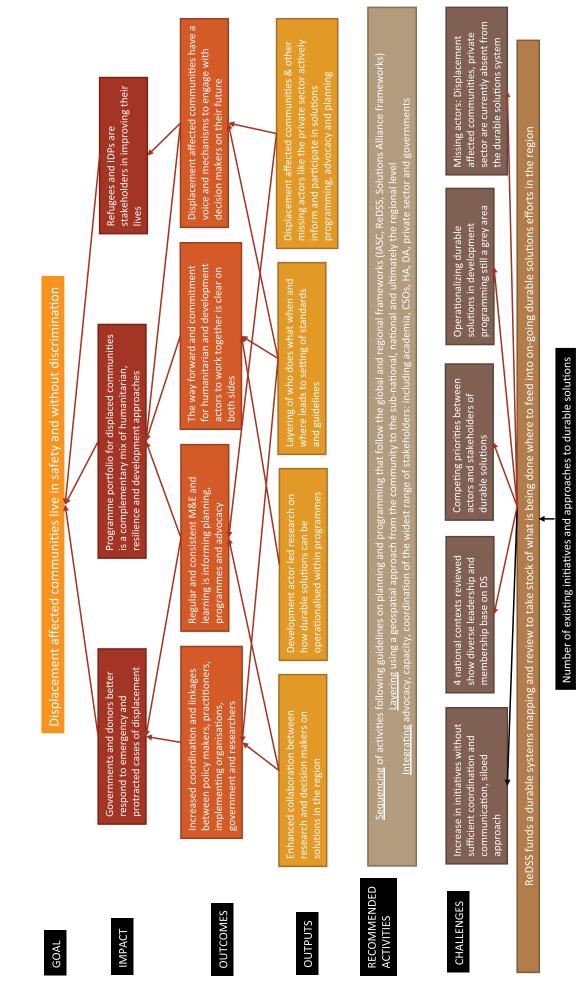
Based on the review conducted, the entry points to feed into a Theory of Change can be found at the levels of recommended activities detailed in Figure 6:
- **Sequencing** approaches to follow guidelines from existing global and regional frameworks to enhance collaboration between actors. These frameworks are IASC, ReDSS and the Solutions Alliance
- **Layering** of initiatives using a spatial approach from the community to the regional level, to simplify synergies and provide both operational and advocacy power
- **Integrating** advocacy, capacity and coordination as key priorities of durable solutions strategies: with a great role given to academia, CSOs, private sector, in addition to the humanitarian, development and government actors.

THEORY OF CHANGE

FIGURE 6: THEORY OF CHANGE OF THE REVIEW AND IDENTIFICATION OF GAPS IN THE DURABLE SOLUTIONS SYSTEM IN THE HORN OF AFRICA

GOAL

Displacement affected communities live in safety and without discrimination

IMPACT

Refugees and IDPs are stakeholders in improving their lives

Displacement affected communities have a voice and mechanisms to engage with decision makers on their future

OUTCOMES

Programme portfolio for displaced communities is a complementary mix of humanitarian, resilience and development approaches

The way forward and commitment for humanitarian and development actors to work together is clear on both sides

Displacement affected communities & other missing actors like the private sector actively inform and participate in solutions programming, advocacy and planning

Governments and donors better respond to emergency and protracted cases of displacement

Regular and consistent M&E and learning is informing planning, programmes and advocacy

Layering of who does what when and where leads to setting of standards and guidelines

OUTPUTS

Increased coordination and linkages between policy makers, practitioners, implementing organisations, government and researchers

Development actor led research on how durable solutions can be operationalised within programmes

Enhanced collaboration between research and decision makers on solutions in the region

RECOMMENDED ACTIVITIES

Sequencing of activities following guidelines on planning and programming that follow the global and regional frameworks (IASC, ReDSS, Solutions Alliance frameworks)
Layering using a geospatial approach from the community to the sub-national, national and ultimately the regional level
Integrating advocacy, capacity, coordination of the widest range of stakeholders: including academia, CSOs, HA, DA, private sector and governments

CHALLENGES

Increase in initiatives without sufficient coordination and communication, siloed approach

4 national contexts reviewed show diverse leadership and membership base on DS

Competing priorities between actors and stakeholders of durable solutions

Operationalizing durable solutions in development programming still a grey area

Missing actors: Displacement affected communities, private sector are currently absent from the durable solutions system

ReDSS funds a durable systems mapping and review to take stock of what is being done where to feed into on-going durable solutions efforts in the region

Number of existing initiatives and approaches to durable solutions

GAPS TO BE ADDRESSED

Knowledge Gaps: Towards a Durable Solutions Learning Agenda
The Durable Solutions agenda has much to learn from the resilience agenda both in terms of generating learning, partnerships and online initiatives, as well as in increasing the absorption capacity of research. The challenge is dual:
- Creating a Durable Solutions Learning Space
- Increasing the absorption capacity for Learning to feed Action

The challenge to date has been to find the right "niche" – i.e. the strategic entry points to ensure that durable solutions are not just agreed to verbally, but put in practice. A closer alignment of durable solutions with the resilience agenda is a natural process that needs to be strengthened.

A second challenge has been to identify the right partners to operationalize Durable Solutions. This report clarifies partnerships and synergies that can be built upon to ensure that durable solutions are mainstreamed beyond humanitarian work. No one agency can further the goals of durable solutions alone. Operational requirements, funding limitations as well as mandates are constraints on any one agency's capacity.

The key opportunity lies in existing tools and frameworks for Durable Solutions, and in lead thinkers on DS. These include the IASC framework at a global level, and the ReDSS framework at a regional level. The forthcoming IGAD Forced Displacement and Mixed Migration Secretariat holds much hope for advocacy and dialogue on durable solutions to build a system that comes from within the region. What is now missing – but is essential for a strong basis for analysis coordination and accountability of all actors engaged in durable solutions initiatives is:
- A common framework for data, evidence and analysis on durable solutions
- A standard data protocol to support the disaggregation of data.

To build on the above and to address the coordination gaps highlighted in Figure 5, this chapter reviews the missing actors who need to be re-engaged on the DS debate in the region.

WHO ARE THE MISSING ACTORS AND WHERE ARE THE MISSING LINKS?

1. Missing link with CSOs and displacement-affected communities: Localizing DS efforts
The lack of investment in the capacity of local actors has been widely recognized in informal meetings and internal discussions between NGOs working in the region. A culture of dependency on international NGOs (INGOs) remains. This means that, in effect, although efforts have been decentralized from western headquarters to a regional headquarters, responses are still not localized. This is the next step that many, including the Southern NGO network, call for.

Civil society organizations (CSOs) are – across the four countries – the missing link on durable solutions. This report chooses to use the term CSO rather than NGO to avoid restricting the conversation to non-profit, non-governmental local aid agencies alone. Other actors are included in the broader CSO label – inclusive of professional associations, social workers, teachers, writers, journalists, faith-based organizations that have a role to play at the local, host community level.

There is an established and recognized role for civil society in the four countries as implementing partners first and foremost, supporting the vision and strategy of larger, international organizations in the field. However, CSOs could have a larger role. A key outcome of the World Humanitarian Summit 2016 was the success of the localization of aid agenda and the launch of the NEAR Network of southern NGOs. To fit with this agenda and with the

lessons learned of the WHS – which include the commitment to channel 25% of humanitarian funds towards national organizations by 2020 – this report calls for a stronger, localized focus of durable solutions initiatives to build on CSOs and displacement-affected communities' participation and feedback.

A thorough mapping of CSOs in the four countries should be done to assess the feasibility of their engagement on durable solutions, as there are key variations in the mix:

- In Ethiopia, the Charities and Societies Proclamation (CSP) passed in 2009 requires that 90% of the funding of organizations should be secured in the country, prohibiting organizations receiving over 10% of funding from foreign sources. This is specifically related to any activities that promote human rights and advocacy. This has meant a shrinking space for CSOs in Ethiopia, effectively blocked by law from adopting independent and operational rights-based approaches.
- In Kenya, the relationship between CSOs and government on durable solutions has, according to local NGOs, changed. While once seen as having a watchdog role, local NGOs and associations are now working in collaboration with the government on durable solutions. They have built their credibility not only as implementing partners of the UN and INGOs, but as those best placed, locally, to provide technical and legal support on durable solutions. CSOs have built their credibility but remain a step short from inclusion in coordination mechanisms on durable solutions, a necessary next step.
- In Uganda, CSOs are strong and report having built their capacity on durable solutions by working closely with INGOs and academia. Yet, they do not necessarily use or want to use the term 'durable solution' in their strategy, preferring to opt for technical vocabulary referring mostly to the legal realm. Working on the rights of the displaced, on transitional justice programs, and on mechanisms for accountability and justice, have been the preferred routes to tackle durable solutions. CSOs interviewed in Kampala were not fully on board with the durable solutions agenda, not out of a lack of will, but because they are not aware of durable solutions discussions, "a new area for us", according to a spokesperson of the Foundation for Human Rights Initiative.
- In Somalia, the main question asked by stakeholders is to know: who are the CSOs?

Across the four country case studies, three questions emerge from discussions with stakeholders:

First, does national civil society encompass the interests of displaced populations?
Second, where are the bottlenecks that prevent CSOs from operating on durable solutions?
Third, have enough efforts been put into engaging with civil society?

Some actors are particularly well placed to support CSOs in entering and sustaining the durable solutions agenda. DRC, through its Great Lakes Civil Society Project and its housing of the Regional Durable Solutions Secretariat (ReDSS), is tasked with supporting civil society's voice and actions. This support is more than ever needed, due to legal constraints (as in Ethiopia), capacity constraints (as in Uganda and Somalia), and coordination constraints (as in Kenya). Key activities under these joint programs should be to enable CSOs to become strategic interlocutors between actors, and with the government, on durable solutions. This will require training programmes on key conventions and protocols, fostering external partnerships, facilitating dialogue and discussions to address local challenges of DS, and improve documentation and knowledge management at a grassroots level.

How to get CSOs to be integral actors of the DS landscape in the Horn of Africa?

- *Training programmes on key conventions and protocols*
- *Fostering external partnerships*
- *Facilitating dialogue and discussions to address local challenges*
- *Documentation and knowledge management at a grassroots level*

2. Missing link with Researchers and Academia: A necessity to re-engage

Recognizing the importance of the role played by academia, donors – through the EU Trust Fund for Africa – are putting academics at the forefront of the Trust Fund's Research and Evidence Facility. Similarly, the WB/IGAD's initiative on building a Regional Forced Displacement and Mixed Migration Secretariat will focus on learning, and the role to be played by universities, academics, researchers and think tanks based in the region. Yet, the durable solutions initiatives reviewed show a minimal (and quasi-absent) involvement of academics. Why?

Taking the example of the Solutions Alliance, academics interviewed expressed their disengagement with a process that they had supported at the onset. Yet, interest remains to re-engage and to move forward with other academics, to have a place at the table, and to break the cycle of "the few academics" driving the thought process forward. Although the Solutions Alliance has a research and data working group, it is seen as being restricted. The rest of the DS initiatives detailed in this report suffer from the same gap in involving academics, which confirms the need to sequence learning as part of the DS process. Academics interviewed suggested moving forward on

- **Urban solutions for an area-based approach** (urban planning, urban economic activities, SME development)
- **Taxation of refugees** at the zone-level, using economic and private sector actors
- **Education** and a focus on multilingual education and harmonized curriculum development
- **A pilot approach to regional DS to be piloted after year 1 at a conference** – for each country to test a pilot model for 1 year, hold a regional conference to learn from lessons to agree on a way forward: a participatory approach to solutions that would integrate actors, communities, local authorities, academics, HA and DA.

Engaging with Technical Specialists

At the heart of solutions is "the need to find 'back routes to rights' and social solidarity with locally legitimate actors who have the power to bring about immediate positive change"[20] in the words of Dr. Loren Landau, Director of the African Center for Migration and Society (ACMS), at Wits University. Along these lines then humanitarian actors need to start identifying the 'locally legitimate actors' and accepting to work with **non-traditional actors outside of the humanitarian sphere.**

In Kenya, and Uganda, for example, this implies working with trade unions, representatives of ministries other than Ministries of Refugees or of Interior, traditional go-to governmental partners, to think instead about development and social affairs, to step out of the refugee-security nexus to speak about the economic and social gains.

The "winning formula", according to James Milner, is to integrate refugee response "out of a humanitarian silo".[21] This does not require a publicized approach that will get entangled in national discourse, but instead working very locally, at a neighborhood level if needed, with slum dweller associations and local urban planners, to approach durable solutions from new angles. Examples can include working on **police reform:** a key issue for refugees in urban areas and for IDPs is police harassment. Progress on this can be made without requiring explicit statements that it is for refugees. Working on increasing police accountability measures and other reforms that will benefit the police and population, will benefit refugees and IDPs. Another example is to target the geography of protracted displacement by showing the benefits of planning the space in which refugees live, and registering them, for greater access to services that will allow for children to go to school, greater ability to regulate businesses and impose a formal taxation system to feed local revenues and, in turn, raise the profile of refugees and IDPs as economic agents.

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20   Excerpt from a 2015 event called The Aporia of Human Right: An Interdisciplinary inquiry, An event organized at UCLA on May 1, 2015.
21   https://www.opendemocracy.net/openglobalrights/james-milner/rediscovering-winning-formula-response-to-hathaway

3. Missing link with Regional Initiatives: Policy dialogue and Cross-border Programming
Looking at tripartite agreements: Missing links with DS initiatives

Kenya, Ethiopia and Somalia have signed tripartite agreements with the aim of voluntarily repatriating refugees to their countries of origin. The existing tripartite agreements are geared towards voluntary repatriation, one of the three durable solutions. The following tripartite agreements have been signed:

- **Kenya-Somalia-UNHCR (2013):** resulted in the UNHCR-led initiative for the Voluntary Return and Repatriation of Somali Refugees with the aim to repatriate Somali refugees to areas deemed as safe areas.

- **Kenya-Sudan-UNHCR (2006):** Sudanese refugees in Kakuma camp were to be repatriated to Sudan. UNCHR reported returns in 2006 where returnees expressed excitement of returning. However, since South Sudan became independent, and the instability and conflict in the country has led to more refugee flows into Kenya, a new agreement needs to be established with South Sudan to consider voluntary returns. This can only be done when the conflict subsides. **No initiative listed has been linked to this agreement.**

- **Ethiopia-Sudan-UNHCR (2006):** repatriation of 25,000 was planned in 2005 when the Comprehensive Peace Agreement was signed in Sudan (UNHCR, 2005). **No initiative listed has been linked to this agreement.**

- **Uganda-Rwanda-UNHCR (2003):** the government of Uganda ensured that refugees should be aware with the conditions in the country before considering return. The Rwandese government was to ensure that those refugees that returned would do it in dignity and safety (UNHCR, 2003). In 2012, the Cessation Clause, which is designed with the 1951 Refugee Convention and 1969 OAU Refugee Convention, was to end the refugee status of Rwandese nationals as Rwanda had been deemed Safe. The Refugee Law Project, however, argued that Uganda was still receiving political refugees from Rwanda and other refugees. **No initiative listed has been linked to this agreement.**

These tripartite agreements assumed that a large number of refugees would return after the signing of the agreement, however, in reality, this did not happen as the conditions in the countries of origin determined whether refugees would return. Refugees may not return to a place where there is a lack of material and legal security.

CROSS-BORDER LINKS

Regional actors play an important role, one that can form a body for monitoring of ratification, adoption and implementation to ensure that countries are implementing, monitoring and sharing the best practice. They need to make sure it trickles down to national level.

Capacity for cross-border programming is lacking and hampered by the lack of monitoring
One of the key issues raised in interviews is the lack of capacity to implement cross-border programming. Is it possible to achieve durable solutions without effective cross-border programming and monitoring?

Cross-border programming requires several conditions to be met:
1. Ability to work with the same group of people on both sides of the border
2. Build the skills adapted to the markets in return, but also locally
3. Integrating them in livelihoods programming and monitoring upon return.

This type of strategic approach is not built into the tripartite agreements nor in the strategies of agencies present on both sides of the border. There is, in effect, no cross-border programming or coordination in the countries reviewed for this study. The reality of the contexts in this region, of the porosity of the borders, is often not taken into account.

The final obstacle to cross-border programming is the lack of monitoring framework for durable solutions in any of the settings reviewed. No baseline against which to compare or measure progress exists as part of the 14 on-going DS initiatives.

Missing Advocacy Links

The Secretary General's 2011 decision has led to a sequence of Solutions Strategies in PRS settings. Strategies are borne out of this leadership from the top, and have gained attention and credibility. Some countries have taken the Durable Solutions concept on board as a result. With that decision, and the positive results from different initiatives linked the transitional solutions initiative (TSI) in Columbia and in Sudan, UNDP and UNHCR started showcasing the possibility of humanitarian-development linkages on durable solutions. The next step on advocacy should reach three layers:

- **Tipping points:** changes in policy, legislation, budgetary commitments, inclusion of displacement in peace deals, implementation of commitments
- **Coalition building:** new or stronger networks, more effective network activities, state civic dialogue, and inclusion of the voice of the displaced
- **Shaping the policy agenda:** changes in oral and written rhetoric, new items in political discussions, items framed in new ways within policy arguments, and media coverage of DS-related issues

The table below shows the advocacy outcomes achieved on durable solutions. Highlighted areas are gains made across countries on key indicators and outcomes. Non-highlighted areas indicate gains not yet achieved on key indicators and outcomes.
Boxed areas indicate risks for durable solutions.

TABLE 5: ADVOCACY OUTCOMES AND INDICATORS ON DURABLE SOLUTIONS – IN PRACTICE

Advocacy outcomes	Indicators	SOMALIA	KENYA	UGANDA	ETHIOPIA
Tipping point	Policy change				
	Legislation		Risk for DS		Risk for CSOs
	Budgetary	Risk for DS			
	Implementation				
Coalition building	New networks				
	Stronger network				
	More effective				
Shaping the policy agenda	Rhetoric change				Eritreans only
	Political discussion				
	New arguments				
	Media coverage		Risk for DS		

In terms of advocacy, much ground has been covered in all four countries.

Kenya stands out due to changes over the past five years – covering both positive gains and threats to durable solutions. While national discourse has been geared towards return and a refugee-security nexus, the local and county-level discourse has changed with outspoken voices in favor of mutually beneficial economic exchanges. Benefitting from devolution at the county level, changes in budget and implementation have given rise to new initiatives in marginalized counties. However, these have not translated in legislative changes nor in positive media coverage of the refugee situation.
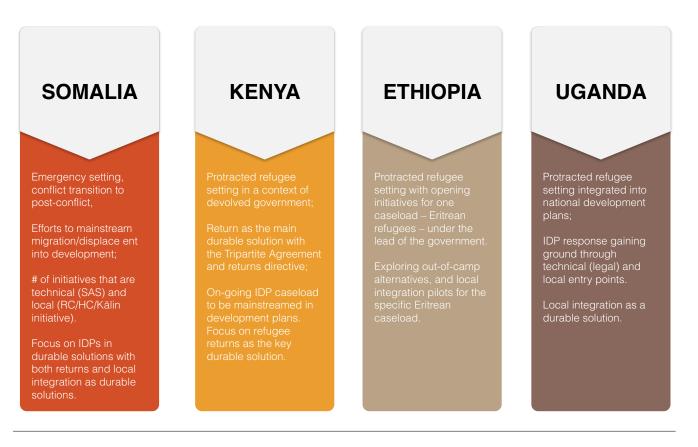
Somalia reflects coalition building: since 2014, development partners and government representatives are on board with the displacement agenda and the rhetoric to link it to the Peace and State-building Goals (PSGs). New networks, stronger networks and more effective network activities have been reviewed in this report (Solutions Alliance, ReDSS, IDP Solutions Initiative) – leadership has had a clear advocacy impact. Yet the risk to DS remains a financial one: without budgetary commitments, implementation within national development plans and PSGs remains theoretical.

Ethiopia offers the least promising situation with legislative changes putting CSOs in an insecure position due to funding constraints, and leaving the rhetoric change restricted to the caseload of Eritrean refugees. Currently, a Solutions strategy is being discussed by UNHCR and the Government and may lead to progress, to be followed.

TOOLBOX

What do solutions look like in 2016? Lessons are to be learned from the protracted refugee and IDP cases in the region – to pave the way to more evidence-based solutions. The four country case studies in this review provide a toolbox in view of a durable solutions system.

Interlocutors agreed that, instead of seeing the variety of initiatives as a weakness of a possible DS system, it should be seen as a strength: providing a toolbox for durable solutions, if lessons can be learned on what works, what does not, and what can be tested depending on the local contexts. The local and the regional are two dimensions essential to durable solutions – as reminded in all documents and frameworks available: from the Technical Working Group on Durable Solutions' January 2016 report, the IAWG recommendations to the WHS, to the World Bank Forced displacement in the Horn of Africa 2015 report. Before getting to the regional level advocacy and planning, and on the way to identifying local entry points, a review of durable solutions by context in the region reveals four starkly different case studies. Durable solutions vary by context. Each of the four contexts under review is different and informed by dynamic population movements, different levels of capacity, coordination and activities – three required components of sustainability.

SOMALIA	KENYA	ETHIOPIA	UGANDA
Emergency setting, conflict transition to post-conflict,	Protracted refugee setting in a context of devolved government;	Protracted refugee setting with opening initiatives for one caseload – Eritrean refugees – under the lead of the government.	Protracted refugee setting integrated into national development plans;
Efforts to mainstream migration/displace ent into development;	Return as the main durable solution with the Tripartite Agreement and returns directive;	Exploring out-of-camp alternatives, and local integration pilots for the specific Eritrean caseload.	IDP response gaining ground through technical (legal) and local entry points.
# of initiatives that are technical (SAS) and local (RC/HC/Kälin initiative).	On-going IDP caseload to be mainstreamed in development plans. Focus on refugee returns as the key durable solution.		Local integration as a durable solution.
Focus on IDPs in durable solutions with both returns and local integration as durable solutions.			

What we can learn from the Horn of Africa – beyond the regional, national specificities that gives us an idea of the **toolbox available to respond to durable solutions across different settings,** on the way to building good principles of engagement and contributing to good practices. The figure below provides the specificities of contexts that feed into the toolbox:

Structure of the Toolbox section:
The four countries under review present – by the diversity of contexts and initiatives – a toolbox for policy makers and practitioners to use to advocate for, unlock and implement durable solutions within policy and DS frameworks.

1. National contexts and architecture available

The national contexts and architecture available on durable solutions are reviewed and presented at the start of each case study. The four contexts are:
- DS in a New Deal and reconstruction process, where access is limited and conflict continuing
- DS in PRS with government support for local integration
- DS in PRS with a security-prone national state discourse but room for action at the local level
- DS in PRS and state-driven context with out-of-camp alternatives sought

2. Lessons learned & key takeaways

The key takeaways are summarized in each country case study. They pertain to the specificities of the contexts but hold overall conclusions relevant to the general contexts presented above.

3. Engaging with new actors for durable solutions

The case studies highlight one cross-cutting theme of the DS toolbox: engaging in solutions with all stakeholders, beyond humanitarian actors, and learning from existing, local initiatives.

SOMALIA

DS in a New Deal process, where access is limited and with continued insecurity

Architecture

The Solutions Alliance Somalia has developed a results framework that serves as a tool to facilitate the alignment and coordination of humanitarian and development aid with government policies. Whether that will be taken up by the key actors remains to be seen at the time this report is being drafted. A complementary approach to solutions has been launched by the RC/HC through the IDP Solutions Initiative, looking at local integration with an integrated approach with the existing cluster system and local governance structures. The lens is shifting beyond returns as a durable solution, to local integration. More evidence is needed on the challenges and outcomes.

> *"Small-scale integration is a step in the right direction. There is an argument for focusing on a smaller scale"*
> *– IHDG*

1. Mainstreaming displacement in the New Deal agenda and the ongoing discussion on the NDP

A pairing of Durable Solutions and Resilience under PSGs 4 and 5 can provide a model for paced progress on durable solutions. Matching resilience and durable solutions can provide an impetus for greater coordination and funding. Building on the resilience consortium model on the ground can be key to achieving durable solutions and operationalizing discussions led within the Solutions Alliance and the IDP Solutions Initiative, calling for a closer coordination with SomReP, BRCiS and ACTED/ADESO, as well as the FAO-led resilience initiative. The strengths are a global vision, a common membership to facilitate coordination, and an ability to respond to crises with a multi-year funding. The strength of these consortia is the leading role given to NGOs in the field.

Responses from this review suggest that the DS agenda is driven by the international agencies agendas including donors. Although the cluster coordination mechanisms exist that allows key actors to consult with government, the local and displaced community, this is not sufficiently done in practice. Somalia is operating in changing times and the elections could have a positive and/or negative effect on coordination efforts by key durable solutions actors. Discussions in the recent SAS High Level Dialogue meeting (2016) highlighted the government's interest in taking the IDP agenda forward when reviewing the PSGs as well as in the development of the National Development Plan. If the IDP situation is confirmed and mainstreamed into the NDP, it will provide an opportunity for the government to outline its role in terms of coordination, the resources required as well as capacity needs where necessary. International actors will still play a vital role in assisting government to coordinate activities, however, efforts should be taken to ensure that the government has ownership in the process. So far this ownership has been limited geographically: the National Commission for Refugees and IDPs is limited to Mogadishu, and still lacks regional legitimacy; while DS initiatives have left out Somaliland.

Yet, opportunities to integrate durable solutions as a transversal practice in larger development programmes is a real and growing reality that can bring about the envisaged change.

Engaging with the New Deal and with the Resilience Agenda in Somalia: A Key Priority
The dialogue on Durable Solutions and Resilience in Somalia has been steadily progressing. The dialogue needs to mature into a joint venture – one paving the way to another. The cycle is composed of three interrelated processes that link humanitarian with development work:

- Dignified return, reintegration and local integration are all defined by the level of resilience
- Resilience is defined by sustainability, and
- Sustainability is defined by development response.

2. DS for IDPs a priority in an insecure context

The IDP Solutions Strategy adds nuance to the discussion on the displaced at a time of critical trends on internal displacement. Broad and in-depth political consultation with regional actors, federal authorities have taken place in December 2015 and January 2016. The leadership from the UN RC/HC, putting focus on displacement and the need to unlock the displacement crisis, in order to move on to development for Somalia has been a crucial facilitator – and is a prerequisite for any DS framework or initiative to succeed. The political groundwork and advocacy done on the Kälin initiative can provide leverage for more practical and concrete solutions work for example with the Solutions Alliance's results chain, which remains to be piloted, and is still being working out. Opportunities exist for synergies.

3. Planning a DS approach in a context where access and mobility are reduced

Some agencies involved in DS initiatives have not fully relocated in the country they should be working in. From Nairobi, decisions are made affecting durable solutions approaches in Somalia. For partners in Somalia, access is easier – notably for CSOs, NGOs – than it is for the UN agencies with limitations that hinder a DS approach to be rolled out. Additionally, the government is facing its own national building process, elections and set up of governance and rule of law procedures, which have an operational impact on what is possible, from a DS perspective. For instance, in Jubaland, the control of the Central Government is limited as Lower Juba's districts do not have local councils, with areas in middle Juba controlled by Al-Shabaab. The capital is an al-Shabaab area, the government sits in Kismayo. Agencies on the ground devise solutions linked to the context, constrained by the variants that are natural to an emerging state.

A consortium model to operationalize DS in a context of restricted access and mobility ensures that resources and geographic coverage are maximized. Initiatives like the Somalia Return Consortium are one part of the answer – they will require alignment with the leadership (SA and IDP Solutions Strategy) and synergies and linkages with the Resilience Consortia. Integration is needed at two levels – first between UN/NGOs working in the field on DS; and second with resilience consortia to ensure continuity across multi-year and multi-sector funding mechanisms.

4. Return is not in and of itself a durable solution.

These initiatives have focused on IDPs, while at the same time, UNHCR has launched with the governments of Somalia and Kenya, under a tripartite agreement, the repatriation of refugees back to Somalia. If the voluntary return programme is aimed to create durable solutions for the returnees, then there needs to be some sort of understanding of what needs to be put in place, beyond a logistical exercise, to achieve durable solutions for them. The return programme has to be taken one step further and involve development actors for long-term solutions beyond return. Return is not a Durable Solution in and of itself: it is a risk, on the refugee side, that they move into IDP camps because they are unable to sustain themselves upon return. They have anecdotally been reported to be mixing with the IDP caseload, sharing similar needs and challenges.

5. Setting benchmarks and tracking initiatives on the ground
The usefulness of initiatives in such a context is its value as a benchmarking system. Initiatives are seen as being detached from the operational, and too scattered in terms of coordination. Stakeholders are concerned that durable solutions as they are currently envisioned – at a political level – may not be implementable because of the lack of organizations working in the said conflict areas, and the lack of commitment to discuss these issues in Somalia (vs. in Nairobi). Then the flip side is: who are the actors present in Somalia, who are those present yet not integrated in DS discussions? These are the local NGOs, CSOs, academics, and local authorities who are not aware of the existing SAS and ReDSS frameworks.

UGANDA
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DS in Protracted Refugee Situation (PRS) with government support of local economic integration

Architecture

Uganda presents a dual architecture on durable solutions with strong interagency coordination through the SRS and the UNHCR-led ReHope strategy aimed at a long-term refugee and host community empowerment framework to increase the benefits of local integration. The focus on DS is dual: returns and local economic integration. There is room for improvement legally to enable full-fledged local integration, currently barred by the Constitution, and room for addressing the lack of coordination with the government at the national level, through the Transitional Policy. The lack of coordination can also be improved with civil society. Under the leadership of UNHCR and the government, these can be addressed as the coordination set-up is evolving in Uganda in the coming months.

1. Freedom to move and right to work
At the basis of the Geneva Convention is refugees' right to mobility and the right to work and gain decent livelihoods. None of the other case studies provide the level of economic inclusion that the Uganda case provides. It remains a standard-setting approach to refugee integration through work permits. The Uganda approach has maximized education for children and livelihoods for adults. In Uganda, refugees can work. This is an example on which a DS system needs to be built. A sequence of activities in Uganda is workable as actors face fewer constraints than other countries: refugees have the right to work and the freedom to move. 86% of refugees live in rural areas, work in agriculture, and are supported by livelihood activities that provide seeds and tools. Stakeholders like UNHCR are used to working on areas that do not allow large-scale interventions: as a result, the small-scale builds up to a full-fledged initiative through advocacy, changing paradigms on refugee assistance, changing the rhetoric. **"We should stick more to our mandate"** – A key lesson from Uganda: UNHCR can work more closely on its mandate requiring to build a case for development planning involving governments and refugees alike. **Uganda can be used as an example of where work permits and business permits for refugees work.**

Through this Development through Local Integration (DLI) approach at the heart of the Ugandan framework, refugees become productive members of their communities, disproving claims of being a 'burden' on the local economic. The legal right to work is essential, and from

these gains, more can be done to advocate for full local integration for protracted refugees whose aspirations, with time, may have changed: preferring to stay than return for many.

2. A common coordination system in the making
Uganda has created a fertile environment for including long-term development planning into the humanitarian response. What needs to be improved: 'uncoordinated coordination'. There are several livelihood working groups in different locations – no national-level livelihood coordination and planning group. The next step is to have a specific coordination system being spearheaded by UNHCR.

> **What needs to be improved: 'Uncoordinated coordination'**. In terms of durable solutions, UNHCR and partners work on three broad categories, protection, rural and urban programming. The focus – and best entry points – has been the livelihood portfolio. The protection programme has linked to legal creative solutions. The rural programme is now split in different coordination mechanisms. There are several livelihood working groups in different locations – but at the national level, there is not one livelihood group coordination. The next step is to have a specific coordination system that everyone is clear about.

> Beyond an interagency meeting that happens once a month looking at over-arching issues, UNHCR is now working on writing the coordination system and putting a new structure into place. Under that process, it will become a stronger sector group on national and subnational district levels. Coordination in district/settlement level is quite efficient and the national can learn from it, better feeding to the government. More assistance on coordination is needed at a national level. The Solutions Alliance, can function as a coordination structure to fill this gap in Uganda.

3. A development plan, and the future of the ReDSS framework and of urban programming
There are several regional policy frameworks being adopted in Uganda. The ReDSS solutions framework is being adopted. The government of Uganda is including refugees in the development planning, and have been included in National Development Plan, the National Transformative Agenda, changing the approach of how they handle refugees. Refugees do not live in the camps, they are being integrated. The OPM in Uganda is discussing how we need to think about when they are going back home. The forward planning the office of prime minister and ministries, development agencies and other actors has changed as the thinking is in terms of improvement.

> **What needs to be improved:** Urban programming. Yet, the number of refugees in urban areas is uncertain. With the freedom to move, refugees can come and self-settle in Kampala and other cities without an obligation to report where they are. UNHCR and partners engage with refugees in urban settings mostly in livelihoods support and entrepreneurial activities. Admittedly, it is not agencies' strength to work on the urban population: small-scale efforts, such as those conducted by Interaid in urban settings in Kampala allow for innovative projects and entrepreneurial projects.

4. Partnerships with and Advocacy by CSOs
Civil society partners have been doing DS without calling it DS. Working with migration sector actors, the rhetoric and language is changing. The transitional justice agenda can be linked closely to DS, creating more partnerships and pathways into a strengthened, more inclusive DS system. The country remains a good example of how refugee-side achievements can nurture IDP initiatives, and feed transparency and accountability by all parties involved in the ReHOPE and National Development Plan II's Transformative Agenda.

"We were first introduced to durable solutions by DRC when they expressed interest in working with us. The actual work we are doing contributes to durable solutions but we don't use the term. The work and nature of the activities we have done are on transitional justice programme looking at different mechanism, accountability, justice and reconciliation." Foundation for Human Rights Initiative

- Foundation for Human Rights Initiative

KENYA
—

DS in protracted refugee situation with a security-prone national state discourse but room for action at the local level

Architecture

The focus in Kenya is on the presence of protracted refugees estimated at half a million, with over 345,00 in Dadaab alone as of February 2016 (UNHCR). The government's registration of refugees has been uneven in urban areas, and registration for taxation remains informal. More formalized systems can be envisaged. The IDP caseload presents a different picture. Stakeholders have been lobbying for the Kenya government to sign the Kampala convention, as it holds the same provisions as the IDP act adopted in Kenya.

1. Cross-border coordination to be agreed upon
Coordination on Somalia – on the side of the international community – is happening to a large extent from Nairobi. This brings in the need to agree on a clearer mechanism for cross-border coordination, as an issue raised by all stakeholders: how to improve two coordination fora into a common coordination set-up?

2. National advocacy to be maintained through coalition building with the government
On refugee affairs, CSOs interviewed in Kenya speak of a positive shift in cooperation with stakeholders. CSOs in Kenya work with the government to increase their influence. Coalition building – a key objective of advocacy efforts – requires membership of the government through the relevant entry points. In Kenya – as in other similar settings – the education and health sector present opportunities for government support and buy-in. These have been identified by CSOs and are being acted upon on the refugee issue. On internal displacement, the debate remains controlled from the top. For IDPs there is no clear plan on DS – a very ad hoc process not linked to Kenya's draft National Policy on Internal Displacement. An obstacle is the lack of an IDP profiling as discussed further below.

3. Local opportunities: Policy entry points for transitional solutions at the county level
The 2015 ReDSS/Samuel Hall study on Devolution in Kenya: Opportunities for Transitional Solutions identified local economic integration and contributions to local county budgets and economy by refugees, bridging the durable solutions gap. Garissa County has requested the Danish Refugee Council (DRC) to become the focal point on economic integration of

Opportunities for Improved Coordination in Northern Kenya

Since Kenya became a devolved state in 2013, the transfer of power from central to the county level has allowed the counties to manage its own affairs. This has created an opportunity for better coordination of activities for refugees and host communities through two key entry points: education and health.
In addition, economic opportunities can be explored within the refugee hosting counties. The recently adopted initiative called the Kalobeyei Integrated Socio-economic Development Programme in Turkana is led by the County Government and UNHCR to integrate delivery of basic services and economics of both the refugees and host population. A new approach is developed for a settlement that provides life skills and livelihood opportunities for both the refugee and host populations, to better prepare refugees for durable solutions. This local approach, if well coordinated, will provide more durable solutions options for refugees.

refugees. As a result two meetings have been held in Garissa leading to a stakeholder forum organized to identify how to best support refugees and host communities in Kenya. In parallel, DRC is working on implementing a pilot that will link livelihoods interventions on each side of the Kenyan-Somali border, with an eye to return and with a focus on pre-identified areas where resilience programming is on-going, as a basis to lead to durable solutions.

4. No clear Durable Solutions strategy for Kenya's IDPs
Internal displacement in Kenya remains a heavily politicized topic. Only a portion of IDPs has been resettled, without a clear strategy on how to respond to the needs of IDPs. Coordination remains focused with the government without involvement of UNHCR on the IDP portfolio.

The Government has been setting structures under the IDPs Act 2012, to establish the National Consultation Coordination Committee (NCCC) to address issues related to forced internal displacement. This is the lead government coordination body that agencies are required to work with. The NCCC is mandated to oversee the implementation of the Prevention, Protection and Assistance to IDPs and Affected Communities Act, including options for durable solutions. Yet, to date, no IDP profiling has been done, and no open discussion on the response to internal displacement has taken place. There have been on-going bilateral meetings with the protection working group to push for data collection and profiling of IDPs, with a request to have JIPS strengthening capacity of actors in Kenya. The current activity of the government on IDP data remains focused on cleaning the 2007 database, but is not geared towards more recent data.

Plans to ratify the Kampala Convention are underway, however, a section of the government is proposing an amendment to the IDP Act rather than a ratification of the Convention. Consultations are, however, on-going. Decision-making remains centralized in Nairobi. There is a lack of coordination to bring actors together on internal displacement, with a lack of understanding and capacity acting as major constraints.

These challenges amount to a lack of strategy for IDPs in Kenya. The government focus on "no more IDPs" as the main rhetoric justifies the involvement of JIPS, ReDSS and other DS partners to develop the capacity of key stakeholders. A key entry point remains capacity development with lead government offices, including for the NCCC and relevant CSOs.

5. Multiple working groups but no single coordination system
On coordination, Kenya has multiple networks and channels of coordination, but no DS coordination forum.

In 2009, the Protection Working Group on Internal Displacement (PWGID) was set up as a possible coordination system in the aftermath of the post-election violence. It focuses on advocacy and capacity building for government on the guidelines for IDPs and their implementation. Collaboration was to be further ensured through the Early Recovery Coordination Mechanism, where partners would advocate for durable solutions and coordinate humanitarian responses. The PWGID brings together non-government actors keen on addressing the IDP situation in Kenya. The government's participation was channeled through the Ministry of State for Special Programmes (now called the Ministry of Devolution and Planning) and the Kenya National Human Rights Commission (KNHRC). In addition, there is an urban refugee network with participation from UNHCR, government and CSOs. These working groups have not led to a clear coordination platform and remain disjointed, with irregular meetings, limiting their influence.

ETHIOPIA
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DS in Protracted and state-driven context with out-of-camp alternatives sought

Architecture

In 2010, the Government of Ethiopia launched an Out-of-Camp policy (OCP), an important step for the local integration of Eritrean refugees living until then in camps. At a time when increasing displacement in neighboring countries means continued arrivals in Ethiopia, UNHCR and the Government are elaborating a Solutions Strategy for Eritreans in Ethiopia. UNHCR is emphasizing resettlement and the OCP as a prospect for local integration; the government speaks of education and livelihood as key entry points. A joint UNHCR-Government strategy on the Eritreans is due to revive the OCP. Current efforts towards an on-going verification exercise of the urban refugee population should provide further grounds for evidence-based programmes and policies.

In 2014, the country became the largest refugee-hosting country in all of Africa, overtaking Kenya's refugee population, with over 840,000 refugees registered (UNHCR 2016). At the same time, the internally displaced population of Ethiopia has increased above 413,000 (IDMC estimates from July 2015), and continues to do so with the impact of El Nino resulting in the displacement of over 120,000 people due to flooding (IOM, UNOCHA 2016).

1. Coordination and Engagement between UNHCR and Government to plan camp alternatives
The Government is currently controlling the Out-of-Camp Policy, seen as an important step to contribute to the possible local integration of Eritrean refugees in Ethiopia. UNHCR and ARRA, representing the government of Ethiopia, are planning to conduct a verification exercise of the Eritrean population living in Ethiopia, with the end goal to enhance the protection, service provision and support to Eritrean refugees. At the same time, the government proposed

expanding programs in Shire, on education and livelihoods, but with the same camp-based approach. With the belief that approaches should be area-based (rather than camp-based), UNHCR pleaded with partners to the government to step out of traditional camp-based programmes to expand on alternatives.

2. Sustained efforts needed for urban programming as an alternative to camps
The OCP is in effect an urban integration plan, through livelihoods and community support for Eritrean refugees only. The 2014 Samuel Hall report highlighted opportunities to amend the OCP framework, to expand it, in a sustained effort for potential local integration but recommendations remain to be implemented. Local integration as a durable solution in Ethiopia is sensitive for the four main groups – South Sudanese, Eritrean, Sudanese and the Somalis. Out of the four, the Eritreans have a privileged status. Steps are needed to formalize what refugees can do within the OCP framework – engaging them in skills training, setting up systems where people can interact with the host community, to mutually win from the interaction in terms of services, energy provision, water provision and livelihoods. Initiatives focusing on health and education would be entry points for an urban programme. UNHCR is looking into supporting a greater urban programme, benefiting refugees by linking them in national programmes. The national health system is an example of an agreement the government can agree too, and that can have large benefits for refugees.

These alternatives to camps should be sought and scaled without forgetting the importance of improving the lives of those still in camps. The IKEA foundation's projects across several refugee camps in Ethiopia cover several key facets of private sector involvement with the potential for scaling up of partnerships on immediate and transitional solutions. One such example is IKEA foundation's funding of camp solar lighting project, on the basis of one dollar for every light bulb bought from an IKEA store . IKEA's work in the Ethiopian camps is heralded as a major improvement in the safety and security for refugees, and possibly in terms of their social wellbeing, with more sociability, and a greater chance for children to study. Solar street lighting has made the camps safer, the markets more operational. In addition, IKEA Foundation works on Youth Education Pack programs, aiming at strengthening the skills of male and female youth, notably with UNHCR and partners in Hilaweyn refugee camp in Dollo Ado. Although not directly linked to durable solutions, the potential for these partnerships to link up to the DS agenda is clear, by strengthening the self-reliance and capacity of the displaced and of host communities with the end goal of developing communities and local economies as a pathway to solutions.

3. Lack of data and information in Ethiopia is a key obstacle to DS planning
The process of finding durable solutions in Ethiopia is heavily government-led, but lacks overall sufficient evidence to back up policies and programmes. To point out a recent positive development, a verification exercise limited to OCP Eritrean refugees is on-going in urban areas. Broader information sharing on DS initiatives for agencies to build upon is a key to further planning. Donor support to build such evidence is welcome and could lead to greater engagement on durable solutions. Results from the on-going urban refugee verification exercise could support evidence-based policy and programme planning on durable solutions across other nationality groups and beyond those registered in the OCP scheme. Similar initiatives are encouraged for internally displaced and refugee populations in and outside of urban areas, to support a more coordinated response for durable solutions.

4. Donor involvement on addressing root causes and mixed migration
UN and NGOs are currently contemplating ways in which they can influence durable solutions and improve coordination in Ethiopia through projects built under the EU Trust Fund for Africa and other donor-led initiatives. The funding on mixed migration has increased in 2016, and will continue to do so in the years ahead, in the country and could lead to coverage of durable solutions, as a sub-component. Funding on the solutions framework should be reinforced and followed closely in the coming months, with the required government support and oversight. Among donor-related initiatives with a link to durable solutions in Ethiopia are the EU Trust Fund

for Africa's Regional Development and Protection Programme, as well as its Better Migration Management project, in its inception phase at the time of this report. DFID is planning a multi-year grant to support refugee and migrants' livelihoods and protection. The World Food Programme is planning a refugee livelihoods assessment, and the World Bank is reported to be investing into learning and projects to support host communities.

5. Supporting the DS of Internally Displaced Persons in Ethiopia – a work in progress
The impact of environmental disasters on internal displacement in Ethiopia is making this not only a humanitarian priority but one of coordination on durable solutions. IOM has developed an IDP strategic framework for Ethiopia to guide responses in terms of early recovery and durable solutions, working closely with the government and donors. National recognition on the needs of IDPs has increased in 2016, opening a 'window' for action on durable solutions. Flood-related disasters are seen as important focus areas for interventions, along with drought, in the country's environment-related displacement patterns.

Refugee-related interventions are most effective from a regional response level, adapting to the local context and specificities of different camp settings and refugee caseloads; while the internal displacement agenda can now be tackled at a federal level through the current humanitarian response. Yet, overall, stakeholders report the lack of a national strategy on refugees as well as a lack of a sub-national strategy.

While discussions on a Solutions strategy are reportedly being led, engagement with CSOs will be restricted to implementation of concrete activities as CSOs are legally prevented from directing their work towards advocacy or rights-based activities. Any engagement and coordination with NGOs and other CSO members in Ethiopia should be understood with these limitations, set in the 2009 Charities and Societies Proclamation.

CROSS CUTTING THEME

Private sector and technology to connect marginalized areas and populations

Over the years, organizations specializing on Information, Communications and Technology (ICT) have taken up an interest in providing services to the displaced. Technology has been viewed as an educational tool that trains the displaced on computer literacy, keeping them connected to the world. Refugees United is supported by IKEA Foundation, Omidyar Network and Ericsson and other smaller foundations that registers refugees on their platform with the principle aim to connect refugees with their loved ones. Vodafone Foundation with its partners Safaricom Foundation and UNHCR in Kenya, has launched an education initiative in the northern refugee camps through the Instant Network School Programme in Dadaab Refugee Camp, and Instant Classrooms in Kakuma.
Technology has used health and education as entry points to improve wellbeing – regardless of the durable solution at hand and while waiting for durable solutions to be achieved. These

Instant Network School programme in East Africa – Vodafone Foundation
Kenya, DRC, Tanzania, South Sudan

Kenya: The project is present in 13 schools in Dadaab, and launched in Kakuma in June 2015. A partnership with UNHCR – from there the implementing partners of UNHCR, such as the Norwegian Refugee Council, provide the infrastructure (operating schools), while the operating/sister company in Kenya, Safaricom, provides the technology for smart classrooms: free wireless internet access, laptop, project, speaker, server with educational content and tablet for students. The infrastructure includes solar power, back up generator and connectivity with WIFI to the school. Every grade and every subject can access it – open to all. The overall ecosystem is set up through emphasis on training, and support.

initiatives are scalable to the region– requiring two key partners on the ground: one for the infrastructure, the other with the technology.

The greater involvement and interest from private sectors is set in motion and Kenya is home to many such initiatives that can be scaled to the region:

- **Safaricom:** Discussions have centered on Safaricom's input for skills development of refugees in Kakuma.
- **Energias de Portugual** is implementing solar and water pumping systems in Kakuma as a solution to drought: solar pumping systems can lead to increase in irrigation water for agriculture and reforestation in Kakuma. EDP piloted spit irrigation through solar pumping, which benefited 200 refugees in growing vegetable and fruits in the camp.
- **The Lifebuoy initiative and Nestle** fund irrigation systems for farmers and in return the farmers sell the crops back to Nestle.

Private sector for monitoring and accountability. How to measure impact? Humanitarian actors have traditionally been weak on assessing the impact of DS programs. Technology and the private sector have a role to play. Example: Building on Safaricom's presence in Dadaab to use SMS-based survey systems to assess the feedback and impact of the programme across time.

Refugee areas and marginalized counties of Kenya present a market for private sector actors: A new realization to build on

The realization from the December 2015 private sector roundtable organized by NRC shows that refugee camps are a market for private sector actors – a market so far ignored and unnoticed. Businesses reported an interest in exploring the northern marginalized counties as potential markets for (a geographical area thus far not covered). Safaricom's education initiative in the camps has meant free internet connection provision, with a significant effect being an uptake of Safaricom SIM cards and phone credits by families and communities. These developments can ensure that the wellbeing of refugees and host communities are ensured in otherwise marginalized counties, building a basis from which to build durable solutions.

Photo by Axel Fassio
Fathumo, a Somali IDP at her grocery shop in Gardo IDP Settlement

4 RECOMMENDATIONS AND WAY FORWARD

1. INITIATE A REGIONAL COORDINATION ON DURABLE SOLUTIONS TO SUPPORT COUNTRY INITIATIVES

Return is not the most likely option, although states prefer it. With the transitional government in South Sudan and a stronger and more legitimate government in Somalia, people's confidence for return may increase on the long term. In the interim, large-scale return remains unlikely. Resettlement seems almost impossible with the current reactions of receiving countries. Local integration of refugees without nationalization or citizenship remains an option, focusing on local economic integration. As for IDPs, similarly, local integration in the locations of displacement seems as one of the most viable options in the region today across the four country case studies. This opens two perspectives:

1. **The need for a regional political support to country-specific efforts,** to build on gains, and prevent national pressures, elections or chronic events to impact the process of durable solutions. This can be done through the growing role of IGAD on forced displacement and mixed migration in the region. The forthcoming IGAD secretariat should be given priority focus, political support and sufficient resources to frame coordination.
2. **Raising awareness of local integration practices as viable and beneficial options for both hosts and displaced** – across all different types of contexts possible as this study shows. Local integration contributes to self-reliance for refugees and IDPs, and to local economic development. This needs to be done through an ecosystem approach: a depressed area will not provide opportunities for entrants or protracted displaced groups. Propelling the private sector, looking at entrepreneurship as service provision and at community-based livelihoods will be key to local integration as a win-win solution.

Solutions are needed that are not so narrowly focused on mandates but on local needs, with conversations to be based on feedback received from local governments and local CSOs. Given the protracted nature there is need for greater conversations between all the actors involved, from the field up to the policy level. How can this shift happen?

- **Transitional solutions** to support durable solutions, with entry points on education and health as seen in the case study of Kenya's devolution, branching out to skills, jobs and markets
- **Area-based, local solutions** to support structures and mechanisms (such as urban planning) to integrate host communities and local stakeholders in dialogue and in implementation

To support national efforts, the conversation over a Durable Solutions System needs to be supported by evidence on positive externalities, best practices and initiatives that can be exported or scaled. This will require a common framework for data standards and data management to allow for a comparative analysis of DS efforts, and to identify displacement-specific protection needs and assistance gaps. It will also allow for cross learning and sharing of practices.

The success of Uganda showcased that refugees are becoming and have become self-reliant. Admitting that has not caused issues; instead, it has led to renewed commitments, budgetary and implementation commitments. Regional coordination's role will be to document gains to support durable solutions through a process of:

- **Learning:** Creating and coordinating knowledge
- **Advocacy:** Identifying tipping points, building coalitions and shaping the policy agenda
- **Dissemination:** Hold quarterly meetings and regional workshops to build a platform to unlock solutions

A second role of regional coordination will be to develop a **monitoring and accountability framework for DS at a regional level,** but anchored locally. IGAD has the potential and authority to develop such a framework to follow-up processes supported by political, humanitarian, development and private actors, in the achievement of a DS agenda.

2. STRUCTURE THE LEARNING AGENDA ON DS BY INTEGRATING ACADEMIA, THINK TANKS AND THE PRIVATE SECTOR

How to measure DS outcomes and increase accountability? This question needs to be asked at the onset of any initiative on durable solutions. A learning agenda is essential to keeping track of progress, gains, and challenges to DS initiatives. Given the number of on-going initiatives, a common approach to testing indicators and framework is required along with a tracking of the gains, entry points, challenges, failure and opportunities. An independent voice is needed to build the learning agenda: with representatives from the region and from abroad. Thus far, the learning agenda has been directed by a few representatives of academia – rather than a strategy of including academics as part of DS approaches.

- This should be done by pairing international and regional/national experts in a common research agenda with
- Annual conferences to take stock and share lessons to refine 'pilot' DS initiatives and support coordination. Learning requires that lessons are absorbed, and interventions strengthened. This can be done through quarterly and annual conferences where initiatives report on the gains and challenges of their initiatives and receive the feedback of independent researchers, academics and think tanks from the region and beyond.

3. ENGAGE WITH LOCAL AUTHORITIES, DISPLACEMENT AFFECTED COMMUNITIES AND CSOS TO STRENGTHEN LOCAL SOLUTIONS AND SAFEGUARD A LOCAL PERSPECTIVE

DS approaches have suffered from a lack of engagement with – and capacity development of – local authorities, communities and CSOs. Civil society has a strategic role to play in offering policy solutions to conflict and displacement. They are strategically positioned to support direct engagement of local authorities and displacement-affected communities in a holistic manner, to ensure their ownership in order to make these solutions lasting, locally relevant and feasible, and to support social cohesion. In some countries – like Somalia – CSOs often wear several hats in their representation of women, children, refugees, IDPs, youths and minorities. The role of CSOs on behalf of displacement-affected communities needs to be clarified, with a crosscutting link to be established on service delivery, monitoring the rights of the displaced and advocating for their rights. In other settings, CSOs are constrained in terms of funding (Ethiopia) and work in parallel to DS initiatives (Uganda). Entry points need to be sought to better integrate CSOs in funding and DS initiatives in all countries under review, so as to ensure locally relevant needs-based, and rights-based, approaches and engagement with authorities.

Linkages with CSOs can build on **lessons learned from countries in the region that have addressed solutions to displacement through local action plans** for refugees and IDPs. **Investing in capacities to sustain solutions locally** should be a priority.

4. A PARTNERSHIP MODEL: INTEGRATE TECHNICAL SPECIALISTS FOR CONTEXTUALIZED SOLUTIONS

Humanitarians need to start working with non-traditional actors. In Kenya, and Uganda, for example, with trade unions, representatives of ministries other than Refugee or Interior, while thinking about social affairs; speaking with slum dweller associations to become real advocates for refugees. "People working on refugees only know of refugees – and that's the problem. People are not defined by their 'refugeeness'.[22]" The technical experts are the urban planners, architects, labor market specialists, lawyers, small business development specialists, linguists and multilingual education experts. These are the technical experts working on laws and service delivery, relevant to refugees and the displaced, as well as displacement-affected communities. At the moment their work is not linked to migration although it is very relevant. They should be reached out to, locally, to join DS processes and discussions from the start.

5. DEVELOP CAPACITY ACROSS ALL STAKEHOLDERS

Tools and frameworks on durable solutions exist but are not sufficiently known (such as the ReDSS framework). Similarly, training materials and interagency work to raise the level of knowledge on durable solutions (available resources with the Geneva-based IDMC and JIPS). Bringing them in to educate and develop the capacity of government, humanitarian and development actors is one priority. Think tanks should be supported to ask: What is failing in the DS effort? What has worked? What is scalable?

Capacity development tools on DS will be key to strengthen partners' ability to speak the same language, all the way up to donors to understand how DS can be budgeted for and implemented. This review shows a request in all country settings for more support to the training of government officials, CSOs, as well as UN agencies and INGOs, on the ground, at the field level, to understand how to implement and support durable solutions initiatives, understand the process and the theory of change, and their role within it. A strong regional coordination is dependent on a greater capacity of all stakeholders to understand durable solutions.

6. ENGAGE DONORS DIFFERENTLY

Humanitarian and development donors need a joint strategy on durable solutions: while development actors address root and structural causes of displacement, humanitarian actors have a stronger understanding of both emergency and protracted needs of the displaced, and a better grasp of the language and legal framework on forced displacement. Respecting frameworks, in a growing context where development donors are the 'new actors' on displacement and migration, must remain a key focus. Humanitarian donors can build their influence through knowledge, and advocacy, to detach durable solutions from political agendas. This is the new role of humanitarian donors in shaping and influencing the thinking of their development counterparts. Donors – both humanitarian and development – have a key role to play to ensure that the available tools and frameworks are used consistently in all country settings for a more harmonized approach to DS in the region. Ways in which donors can engage differently include:
- Mix with grantees in coordination meetings instead of separating donors, UN, NGOs and CSOs as is the case
- Encourage partners to think differently (e.g. SDC with UNHCR in Kakuma)
- Innovate for long term solutions (with corporate foundations and the private sector on board)
- Uphold international laws and conventions on durable solutions and returns specifically
- Channel funding differently (multi-year funding similar to the resilience funding.

Opening a space for innovative efforts on durable solutions is needed to bring creativity, fresh ideas and a new outlook to one of the world's most protracted displacement situations. Foundations are encouraged to step up from a thematic focus on education and health (the

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22   Interview conducted with Loren Landau, at the International Migration Institute Conference, University of Oxford, January 2016.

initial entry points), to engaging in discussions on methods, tools, and Value for Money. Joining the conversation to fund local experts, CSOs, think tanks is necessary to bring innovation from Ethiopia, Kenya, Somalia and Uganda, and innovative partnerships, to the regional level. This review calls for a common agenda to operationalize existing tools, innovate and monitor, as part of a new DS learning agenda in the region to be supported by donors. In addition donors will need to:

- **Provide adequate long-term and predictable international political and financial support to countries and communities in the region that host refugees and IDPs,** in such ways that improve services and inclusive economic opportunities, including on housing, employment, education, access to health care and other vital public services and infrastructure for all. At least half of the forcibly displaced people in the region are children with millions out of school. Investing in youth and education is crucial. Failing the children and youth risks creating a lost generation and a path toward new conflicts and greater displacement in the future.
- **Ensure close coordination with resilience initiatives and support early onset solutions planning and programing for the South Sudan and Burundi regional crises:** lessons can be learned from within the region, and globally, to ensure a meaningful shift from a care and maintenance approach to displacement, to one that builds resilience and improves self-reliance to pave the way for sustainable solutions.
- **Strengthen durable solutions understanding and operational capacities of local and national NGOs** at the district/county level, recognizing their instrumental role in supporting local authorities and displacement affected communities in the long term.
- **Ensure that partnerships and capacity development approaches are based on transfer of skills and knowledge** through mentorship, peer-to-peer activities and long-term learning.

7. MAINTAIN A RIGHTS- AND NEEDS-BASED APPROACH TO SOLUTIONS FOR THE DISPLACED
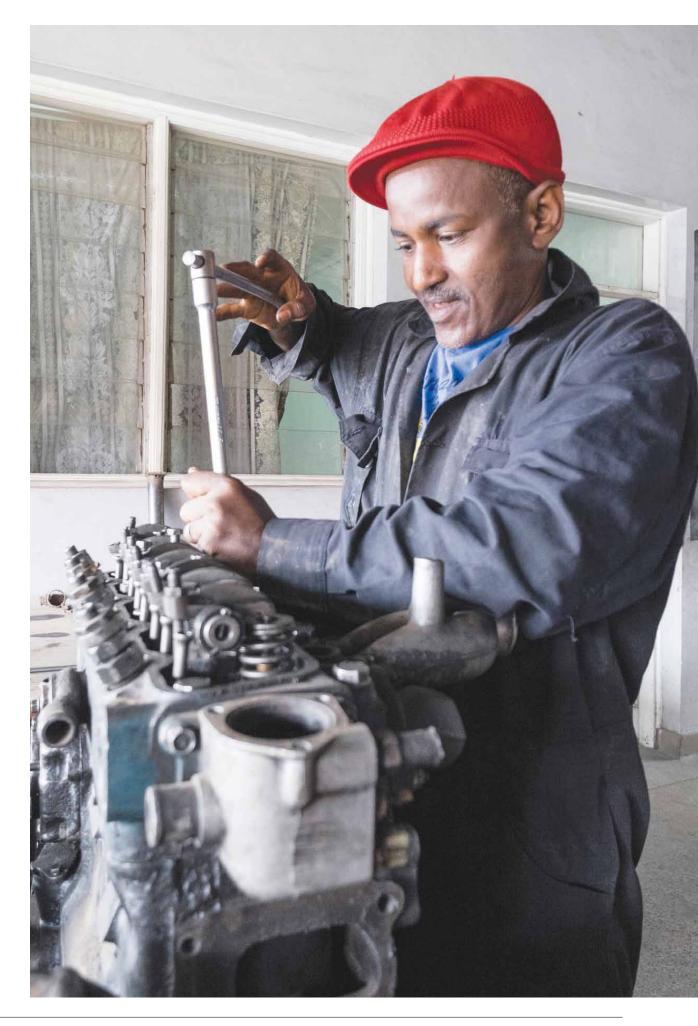
A rights-based approach (RBA) is "a conceptual framework…that is normatively based on international human rights standards and operationally directed to promoting and protecting human rights…" (OHCHR). This report started off by recognizing the dynamic nature of the DS agenda in the region – and in the world today – with the emergence of new actors contributing to advancing the quest for solutions. It is time for the discourse to go beyond humanitarian actors, for discussions on solutions for the displaced to step away from a traditional group of UN agencies, INGOs and NGOs to span a much larger spectrum. Yet, in this process, the fundamentals should not be forgotten. This report concludes by urging all actors interested in durable solutions to remember the human rights standards, principles, and frameworks that should provide the structure on which to base any on-going or future initiatives. The promotion of durable solutions should be done on the basis of international legal frameworks and commitments as enshrined in:

- The 1951 Refugee Convention and the 1967 Protocol which together set the legal framework that defines who is a refugee, their rights and the legal obligations to states. These include the right to three durable solutions – voluntary return, local integration and resettlement – in safety, and dignity.
- The IASC Framework on Durable Solutions for Internally Displaced Persons

Such a rights-based approach should ensure that the displaced are in a position to:[23]

- Make a voluntary and informed choice on the durable solution they would like to pursue
- Participate in the planning of durable solutions
- Have access to humanitarian and development actors
- Have access to monitoring mechanisms
- Benefit from the support of peace processes and peacebuilding to reinforce durable solutions.

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23   Inter-Agency Standing Committee (2010), IASC Framework on Durable Solutions for Internally Displaced Persons, The Brookings Institution – University of Bern Project on Internal Displacement, p.15.

Photo by Axel Fassio
Tollah from Oromia region in Ethiopia learning mechanical skill in Eastleigh, Kenya.

ANNEX SECTION FRAMEWORKS FOR DURABLE SOLUTIONS

ANNEX 1. REGIONAL / NATIONAL FRAMEWORKS FOR DURABLE SOLUTIONS

REGIONAL AND NATIONAL LEGAL INSTRUMENTS

The regional legal instruments in the Horn of Africa outline the procedures for durable solutions for both IDPs and Refugees. Once signed and ratified, the country governments have committed to ensuring that they have taken adequate measures to address the conditions of displaced persons. The main report lists the international and regional legal instruments that have been signed and ratified by the four countries as well as the status of the national laws. Missing are the ratification of the Kampala Convention on IDPs and the mainstreaming of the displaced in development plans – except for Uganda.

The *African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa,* known as the 'Kampala Convention' (2009) has committed "national governments to provide legal protection for the rights and wellbeing of internally displaced persons that has resulted from armed conflict, generalized violence, natural disasters, human rights abuses, development projects" (African Union, 2009). Kenya and Uganda are also signatories of the *Great Lakes Protocol on the Protection and Assistance to Internally Displaced Persons (2006)* which was signed during the International Conference for the Great Lakes Region (ICGLR). The protocol outlines the following in relation to durable solutions:
- "Recognises the need for joint policy to address long-term refugee crises promoting local integration and peaceful co-existence with resident populations, as well as voluntary repatriation and the creation of conditions conducive to the return of refugees;
- Commits states to ensure that refugees and displaced persons, upon return to their areas of origin, recover their property with the assistance of local traditional and administrative authorities; and
- Commits states to provide refugees and the displaced persons with identification documents enabling them to have access to basic services and exercise their rights (IDMC, 2008:11)

NATIONAL LAWS AND POLICIES OPEN TO DS

Uganda has, as a signatory to the 1951 Refugee Convention and the 1967 Protocol adopted:
- The *National Policy for Internally Displaced Persons* (2004) for IDPs and the Refugee Act (2006). The *Peace, Recovery and Development Plan for Northern Uganda* (PRDP)[24] was developed by the government to set out a comprehensive approach to support reconstruction and IDP returns.
- The multi-year Refugee and Host Population Empowerment (ReHOPE) strategy, led by UNHCR, to support resilience-building efforts for refugees in Uganda. It aims to bring together all durable solutions actors, including non-traditional ones (e.g. private sector) to develop new and innovative strategies of addressing durable solutions in the country.

Kenya has, as a signatory to the 1951 Refugee Convention and the 1967 Protocol:
- The *Refugee Act (2006)* under review
- The Addis Ababa Commitment as a core member state of the GISR.

24   The Peace, Recover and Development Plan "seeks to contribute to community recovery and promote an improvement in the conditions and quality of life of displaced persons in camps, completing the return and reintegration of displaced populations, initiating rehabilitation and development activities among other resident communities and ensuring that the vulnerable are protected and served" (Republic of Uganda, 2007:viii)

- A *Tripartite Agreement* signed in 2013 with UNCHR and the Government of Somalia, which addresses voluntary repatriation of Somali refugees.
- The *Prevention, Protection and Assistance to Internally Displaced Persons and Affected Communities* Act 2012, but has not fully ratified the Kampala Convention due to the changes made in the Constitution that affected the way in which international conventions are adopted nationally (IDMC, 2015:10). The implementation of the act has been criticized and as capacity building activities led by a range of actors have had little impact. The political and social environment also create a delicate situation where the needs of IDPs displaced by natural disasters supersedes the needs of displaced victims of post-election violence (PEV).

Somalia, Puntland and Somaliland have been developing their policies:
- **Somalia** through its National Policy for IDPs and its commitment to displacement as a development issue: the result of the Somalia High Level Partnership Forum (HLPF) was a commitment by the international community to explore and promote durable solutions for Somalis. The formation of the Return Consortium by UNHCR, with members from the international NGO community and UN agencies, is meant to facilitate voluntary return and sustainable reintegration of returnees in the country. The 'Somali Compact' underlining the Peace and State Building (PSGs) for Somalia outlining details from the New Deal agreement, "recognises the displacement population of Somalia as those who are returning from outside as well as displaced internally; and their need for development assistance (Hearn and Zimmerman, 2014:3).
- **Puntland** developed the *Policy Guidelines on Displacement* in 2014. This has led to land negotiations where five-year rent-free leases have been signed with private landowners providing IDPs with access to land. However, this has resulted in an increase in land value due to the presence and activities of international NGOs, and also brought about hostilities between the host and displaced population. Furthermore, urban boundaries have expanded into the designated IDP land threatening to displace them yet again due to the demand for construction of new sites of residence or business (NRC, 2015:7). Mechanisms have been put in place to manage disputes that have resulted between the IDPs and the land owners in relation to boundaries, fraudulent leases, rent increase as well as internal disputes between IDPs especially when the landowner dies. The dispute between IDP and States relates to development of the land occupied by IDPs which has led to forced evictions. The IDP Camp Committee, Traditional Court, Host Community, Secular court, statutory courts among others have stepped in to resolved issues (NRC, 2015:10).
- **Somaliland** is in the process of developing the *Somaliland IDP Policy Framework* which is guided by the IASC framework aiming to "find and create conditions conducive to achieving durable solutions for IDPs." It recognises that "durable solutions may be achieved through voluntary return, local integration in the areas of displacement and settlement elsewhere" (section 6). The *Puntland Policy Guidelines on Displacement* developed in 2012, commits the government of the state of Puntland to a) promote the search for durable solutions to causes of displacement; and b) facilitate the voluntary return, resettlement and integration and reintegration of IDPs.

Ethiopia, a signatory to the 1951 convention and 1967 Protocol, has developed:
- The Out-of-Camp (OCP) policy which allowed Eritrean refugees to move freely outside the camp but did not guarantee material, legal and physical safety. This was dependent on sponsors and livelihoods that the refugees were able to get outside of the camp.
- The Administration for Refugee and Returnee Affairs (ARRA) developed the *Climate Change Adaptation Program* (2011): a response for refugees affected by climate change.
- The government has signed the Kampala Convention, but it has yet to ratify it. This is a concern given that the IDP population in the Somali Regional State of Ethiopia is over 300,000. Steps have been taken to ensure that those displaced by natural disasters are catered for under the National Policy and Strategy on Disaster Risk Management (2013).
- A Strategy Paper for Durable solutions for IDPs, which has yet to be passed by parliament, has generated interest at the regional and national level.

ANNEX 2. GLOBAL FRAMEWORKS: SETTING A COMMON STANDARD

IASC FRAMEWORK

The IASC framework on Durable Solutions is by far the most comprehensive framework on Durable Solutions for Internally Displaced Persons (IDPs). According to IASC, durable solutions can be achieved through the following three criteria (IASC, 2010)

- Sustainable re-integration at the place of origin (return);
- Sustainable local integration in the areas where internally displaced persons take refuge;
- Sustainable integration in another part of the country (settlement elsewhere in the country).

"A durable solution is achieved when IDPs no longer have any specific assistance and protection needs that are linked to their displacement and can enjoy their human rights without discrimination on account of their displacement"

- IASC Framework Definition of Durable Solutions for IDPs

Eight criteria are used to determine the extent of a durable solution:

1. Long-term Safety and Security
2. Enjoyment of an Adequate Standard of Living without Discrimination
3. Access to Livelihoods and Employment
4. Effective and Accessible Mechanisms to Restore Housing, Land and Property
5. Access to Personal and Other Documentation without Discrimination
6. Family Reunification
7. Participation in Public Affairs without Discrimination
8. Access to Effective Remedies and Justice

Uganda has used the IASC framework to develop a comprehensive survey by informing the design of the IDP profiling exercises, the data collection tools, and the selection of methods using the internationally recognized standard. This was done in collaboration with other key stakeholders to ensure all factors are considered (JIPS, 2011:13). The framework is being used as a guiding document to inform the development of the Somaliland IDP policy to identify context-specific indicators based on international standards. "The assessment of progress towards durable solutions [are] objective and measurable" (IDMC, 2015:8).

There needs to be a strategy, multi partner and multi year. For the UN system, the RC should be the person responsible for coordinating. For the long-term vision, DS should be in the government's plans and priorities.

- Global Protection Cluster representative

The Global Protection Cluster and the IASC Technical Working Group on Durable Solutions (TWGDS) released in January 2016 a Durable Solutions Guide to support all field practitioners on developing a step-by-step strategy on Durable Solutions for both IDPs and refugees returning to their country. The Guide was field tested for nine months and launched in early 2016. It yet has to trickle down to operational levels but represents an operational tool and guidance to view Durable Solutions as a strategic process. The IASC

framework is now increasingly used to inform refugee and returnee programming – and is being revisited to increase its adaptability, beyond the IDP caseload.

REDSS SOLUTIONS FRAMEWORK

The ReDSS framework is a useful tool to promote the debate. The ReDSS matrix is great and should be applied elsewhere. To think beyond old language around durable solutions.

ReDSS has developed a Solutions Framework that captures the essential needs of displaced persons, which include physical, material and legal safety. The framework provides a guide to the key indicators ReDSS members have agreed upon. This review incorporates the ReDSS framework to ensure the adaptability of findings and recommendations to the on-going strategy of ReDSS members and partners.

The ReDSS framework is based on the IASC framework (as illustrated in Annex A). Respondents in this study argued that the framework is an important guiding tool to ensure that the key indicators included in all durable solutions activities. One of the challenges of the ReDSS framework is that very few actors know about it, as it was evident in the case of Uganda and Ethiopia. There is a need to present the tool to key actors within the Horn of Africa, and the opportunity to do so with a wider membership in mind for a full dissemination strategy.

As clarified on the ReDSS information documents, "The solutions framework template attempts to advance the discussion on durable solutions by quantifying understanding on key solutions criteria based on Inter Agency Standing Committee Framework for Internally Displaced Persons. The template can be used in any context of return or reintegration reflecting on current available information. The assessment is made against the 30 indicators on the template, using a traffic light system (red, orange, green), in order to help to indicate when a durable solution can be understood to have been 'achieved' in a context of physical, material and legal safety. The tool thus uses existing sources to assess 'achievement' and may be used to identify specific 'strategies for advancing durable solutions' for areas where ratings are considered 'red' or 'orange'. a) Physical Safety – safety and security b) Material Safety – adequate standards of living, access to livelihoods, restoration of housing land and property. c) Legal Safety – access to documentation, family reunification, participation in public affairs, access to effective remedies and justice." The use of the ReDSS framework is strong in Somalia; its application is being piloted in Uganda, and it remains to be used in Kenya and Ethiopia.

IASC AND REDSS FRAMEWORK COMPARATIVE TABLE

Inter-Agency Standing Committee Indicators	ReDSS Solutions Indicators
Long-term safety, security and freedom of movement (Physical Safety)	
• Level of clearance of mines and unexploded ordnance on main roads, living areas and cultivatable land in sites of IDP return or settlement elsewhere in the country • Degree of reduction of checkpoints or other special security measures; • IDPs face no discriminatory or arbitrary restrictions of their freedom of movement • Progress made in disarming, demobilizing and reintegrating former combatants • Number of police stations and courts as well as trained police and judicial personnel deployed in IDP return or settlement areas compared to the national average or the local situation before displacement. The degree of access by IDPs to police and judiciary compared to the resident population. Frequency of police patrolling in IDP areas • Number of reported acts of violence or intimidation targeting IDPs on the basis of their IDP or minority status • Prevalence of violent crimes suffered by IDPs compared to crimes suffered by the resident population, the situation before displacement or the national average (as appropriate) • Degree of continuation of spontaneous and voluntary returns to specific areas • Reduction of the number of persons facing risks emanating from natural hazards • Measures taken to reduce future risks • Safety and security perceptions of IDPs seeking a durable solution	• Level of clearance of mines and unexploded ordnance on main roads, living areas and cultivatable land in sites of returnees settlement/refugee camps vs. elsewhere in the country • That Refugees/ returnees face no discriminatory or arbitrary restrictions of their freedom of movement • Number of police stations and courts as well as trained police and judicial personnel in returnees /refugee areas (compared to notational standards) • Number of reported acts of violence or intimidation targeting IDP/refugees on the basis of their returnees /refugee or minority status, including SGV • Prevalence of violent crimes suffered by returnees /refugees compared to crimes suffered by the resident population, the situation before displacement or the national average (as appropriate)

IASC AND REDSS FRAMEWORK COMPARATIVE TABLE

Inter-Agency Standing Committee Indicators	ReDSS Solutions Indicators
An adequate standard of living including at a minimum access to adequate food, water, housing, health care and basic education (Physical Safety)	
• Assistance programmes in place to provide IDPs with essential food, potable water, basic shelter and essential health care • Estimated number of IDPs who are malnourished or homeless • Percentage of IDPs who do not have access to essential food, potable water, basic shelter or essential health care compared to the resident population or the national average, as appropriate • Percentage of IDP children with access to at least primary education in adequate conditions and quality, compared to the resident population or the national average, as appropriate • No legal or administrative obstacles preventing IDP children from going to school • Rates of IDP children whose education was interrupted by displacement and who resume schooling • Percentage of IDPs living in overcrowded housing/shelter, compared to the resident population, the situation before displacement or the national average, as appropriate • IDPs do not face specific obstacles to access public services, assistance or remittances from aboard compared to local residents with comparable needs	• Assistance programmes in place to provide returnees /refugees with essential food, potable water, basic shelter, sanitation and essential health care • Estimated number of returnees /refugees who are malnourished or homeless • Percentage of returnees /refugees who do not have access to essential food, potable water, basic shelter, sanitation or essential health care compared to the resident population, the situation before displacement or the national average, as appropriate • Percentage of returnees /refugee children with access to at least primary education in adequate conditions and quality, compared to the resident population, the situation before displacement or the national average • No legal or administrative obstacles preventing returnees /refugee children from going to school • Percentage of returnees /refugees living in overcrowded housing/shelter, compared to the resident population, the situation before displacement or the national average, as appropriate • Returnees /refugees do not face specific obstacles to access public services, assistance or remittances compared to local residents with comparable needs

IASC AND REDSS FRAMEWORK COMPARATIVE TABLE

Inter-Agency Standing Committee Indicators	ReDSS Solutions Indicators
Access to Employment and Livelihoods (Material Safety)	
• There are no legal or administrative obstacles to IDP employment or economic activity that the resident population does not face • Unemployment among IDPs compared to the resident population, the situation before displacement or the national average, as appropriate • Types and conditions of employment of the IDP population compared to the non-displaced population, including rates of informal-market employment and access to labor law standards, such as the minimum wage, as appropriate • Poverty levels among IDPs compared to the resident population, the situation before displacement or the national average, as appropriate	• There are no legal or administrative obstacles to returnees /refugee employment or economic activity that the resident population does not face • Unemployment among returnees /refugees compared to the resident population, the situation before displacement or the national average, as appropriate • Types and conditions of employment of the returnees /refugee population compared to the non-displaced population, including rates of informal-market employment and access to labor law standards, such as the minimum wage, as appropriate • Poverty levels among returnees /refugees compared to the resident population, the situation before displacement or the national average.
Access to effective mechanism that restore their housing, land and property or provide them with compensation (Material Safety)	
• Existence of effective and accessible mechanisms to resolve housing, land and property disputes relevant to displacement and steps taken to overcome the most common challenges to implementing housing, land and property rights • Percentage of IDP land and property claims resolved and enforced; number of remaining claims; and estimated time required to resolve the remaining claims • Percentage of IDPs remaining without adequate housing, reduction in this percentage over time and comparison with the percentage for the resident population or the national average, as appropriate • Percentage of destroyed or damaged homes of IDPs adequately repaired; number of remaining houses to be repaired ;est. time required to repair the remaining houses • IDPs have access to support programs (including access to credits) to restore or improve housing, land or property on the same basis as the resident population	• Existence of effective and accessible mechanisms to ensure access to land and/or secure tenure (housing, land and property rights) • Percentage of returnees /refugees remaining without adequate housing, reduction in this percentage over time and comparison with the percentage for the resident population or the national average, as appropriate • Returnees /refugees have access to support programs (including access to credits) to secure/improve housing, land or property on the same basis as the resident population

IASC AND REDSS FRAMEWORK COMPARATIVE TABLE

Inter-Agency Standing Committee Indicators	ReDSS Solutions Indicators
Access to and replacement of personal and other documentation (Legal Safety)	
• IDP women and men face no legal or administrative obstacles to obtain (replacement) birth certificates, national ID cards, voter identification cards or other personal documents relevant to the context • Mechanisms to replace documents are accessible and affordable bearing in mind the local context • Percentage of IDPs without birth certificates, national ID cards or other personal documents relevant to the local context compared to the resident population, the situation before displacement or the national average, as appropriate • Mutual acceptance by Governments and de facto authorities of papers where control over territory is divided	• Returnees /refugee women and men face no legal or • Administrative obstacles to obtain birth certificates, national ID cards or other personal documents relevant to the context • Mechanisms to obtain documents are accessible and affordable bearing in mind the local context • Percentage of returnees /refugees without birth certificates, national ID cards or other personal documents relevant to the local context vis à vis the national rights holders the situation before displacement or the national average, as appropriate
Voluntary reunification with family members separated during displacement (Legal Safety)	
• Mechanisms have been put in place to reunite separated family members. No movement restrictions prevent family reunification • The number of internally displaced children or other dependent persons who have not yet been reunited with their families • The number of persons without access to property/pensions due to a missing family member or other provider • The number of unaccompanied and separated internally displaced children for whom a best interest determination is needed but has not been conducted.	• Mechanisms have been put in place to reunite separated family members. No movement restrictions prevent family reunification. Acceptance of the returnees within the wider family/clan fabric. • The number of internally displaced children / refugee children or other dependent persons who have not yet been reunited with their families • The number of unaccompanied and separated internally displaced children/ refugee children for whom a best interest determination is needed but has not been conducted
Effective remedies for displacement-related violations including access to justice, reparations and information about the causes of violations (Legal Safety)	
• Existence of accessible mechanisms that have the legal mandate and actual capacity to provide IDPs with effective remedies for violations suffered • Percentage of IDPs who consider that the violations suffered have been effectively remedied and a sense of justice restored • Number or percentage of identified cases of displacement-related serious human rights violations or grave breaches of humanitarian law that result in effective and adequate reparation.	• Existence of accessible mechanisms that have the legal mandate and actual capacity to provide returnees /refugees with effective remedies for violations suffered, including violations committed by non-state actors • Percentage of returnees /refugees who consider that the violations suffered have been effectively remedied and a sense of justice restored

Source: IASC Framework and ReDSS Solutions Framework

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