

DURABLE SOLUTIONS STRATEGY

2017-2020

*The Durable Solutions Strategy of the Somali Regional Government of
Ethiopia*

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1. INTRODUCTION

This Strategy draws extensively from the Inter Agency Standing Committee Principles on Durable Solutions, the IOM Progressive Resolution of Displacement Situations framework and Migration Crisis Operational Framework, the IGAD Regional Strategy on Forced Displacement and Mixed Migration, and the interagency Strategy on Protection, Return and Recovery for North East Nigeria.

1.1 CONTEXT

The Somali Region is a region with high levels of displacement and migration as shown in IOM Displacement Tracking Matrix (DTM) data, common humanitarian reporting from the region, and Government of Ethiopia statistics. This has been driven by factors ranging from conflict, environmental degradation, natural and manmade disasters, changing livelihoods strategies in an evolving political economy, poverty, and progressive depletion of coping mechanisms available to the displaced and host communities.

IDPs in the Somali region live in ad hoc sites and settlements, commonly in relatively underdeveloped and marginalized communities. Host communities face preexisting and precarious socio-economic situations plagued by food insecurity, limited access to basic social services and economic infrastructure, poor livelihood opportunities, shifting land ownership and access patterns, and a diminishing natural resource base. Consecutive years of drought and a profound nutrition crisis have deepened the hardships faced by the region's population, sorely depleting communities' coping mechanisms and resilience at a time when they are most needed.

According to Round VI DTM Report as of August 2017, there were 1,099,776 displaced individuals in Ethiopia of which 573,886 were displaced in the Somali Region. The displaced are dispersed across 287 sites as at August 2017. Of the total regional displaced caseload 309,006 are displaced as a result of drought, 261,060 as a result of conflict and 3,820 due to flash flooding.^[1] The 2017 IDP caseload has shifted significantly since initial assessments in 2014. Those first assessments saw a majority of displacement attributable to conflict whereas by mid-2017 the majority of IDPs' displacement is drought-induced. Of the IDPs in the Somali Region, 54 % percent have been displaced for a year or longer.

^[1] DTM is the Displacement Tracking Matrix produced by IOM. Round VI was published August 2017.

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Solutions for IDPs and returning refugees are broadly understood to encompass voluntary return to places of origin, local integration in areas of displacement, or resettlement in either a new settlement sites or another location in the country. The pastoralist traditions of the country, and the Somali Region in particular, present a particular set of challenges for stakeholders seeking Durable Solutions for the regions displaced.

Durable Solutions for displacement

Durable solutions for IDPs and returning refugees is broadly understood to encompass 3 options: (i) voluntary return to places of origin, (ii) local integration in areas of displacement, or (iii) resettlement in another location. Resolving displacement is a collective responsibility requiring a joint and coherent strategy combining interventions across the humanitarian-development nexus in the areas of security and protection, livelihoods and economic recovery, governance, and social cohesion.

Traditionally mobile communities and households that have lost livestock and their core subsistence capital are not formally recognized as being displaced as they do not have a conventional or permanent place of residence or origin. For the purposes of integrating these households into Durable Solutions planning ‘drop-out’ pastoralists will be offered the opportunity to participate in Solutions Intentions Surveys, either under standalone survey initiatives or with supplementary, tailored questions integrated into the IOM Displacement Tracking Matrix.

Towards a New Way of Working

In the World Humanitarian Summit held in Istanbul in May 2016, key stakeholders including member states, UN agencies and NGOs committed to adopt a shift of mindset to bridge the humanitarian-development divide. They committed to not only leave no-one behind and respond to humanitarian needs, but also to reduce them by addressing causes of crises. The Summit called for a New Way of Working where humanitarian and development actors including donors could work together through joint analysis, joint planning, joint coordination, collective outcomes and multi-year planning.

The United Nations’ Resident/Humanitarian Coordinator has positioned Ethiopia as a pilot country for New Ways of Working in a bid to support national efforts to reduce vulnerability to recurrent crises while building the resilience needed for a self-sufficient future.

The Somali Region government, supported by the Durable Solutions Working Group, will contribute to this objective by using this Strategy as the foundation for an improved process and way of working between humanitarian and development partners to ensure that the humanitarian and longer term needs of those in protracted displacement are met.

The strategy encourages all actors to capitalize on the capacities existing within displaced communities to identify principled short, medium and longer term solutions to the complex array of issues they face, and to maximize and enhance the knowledge and expertise of key stakeholders in taking forward humanitarian and development work in Somali Region. It also emphasizes the needs and capacities of host communities

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themselves suffering profound food insecurity and nutritional challenges. It has, at its center, the protection of all those in need and reflects the specific needs and realities of groups that might be particularly marginalized and excluded.

The Somali Region Durable Solutions Strategy is aligned to the:

- UN Guiding Principles on Internal Displacement (1998),
- IASC Framework on Durable Solutions,
- UN Secretary General’s Decision on Durable Solutions and Operational Guidelines (2016)
- IGAD Draft Regional Strategy on Forced Displacement and Mixed Migration (2017-22), and
- IOM’s global framework for Progressive Resolution of Displacement Situations (2016).

It will also establish linkages to other Ethiopian Programme and policy frameworks, including the:

- Draft National Disaster Recovery Framework and its follow up action plans,
- 2017 Humanitarian Response Plan and successive versions,
- UN Development Assistance Framework for Ethiopia,
- Somali Regional Development Plan (GTP II), and
- Somali Region Early Recovery Plan (2018).

1.2 OBJECTIVES OF THE DURABLE SOLUTIONS STRATEGY FOR SOMALI REGION

This strategy aims to assist Somali Region IDPs, including drop-out pastoralists, to find durable solutions to their displacement. In doing so it is expected that the crisis response and humanitarian burden on government resources will decrease over time, even in a context where recurrent crises are to be expected, as those vulnerable to displacement grow in resilience.

Both the UN Guiding Principles on Internal Displacement (1998)¹ and the Kampala Convention (2009)² use the same definition for IDPs: “internally displaced persons are 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.” The type of displacement that IDPs experience may influence their choice of preferred Durable Solution, namely resettlement, local integration or return.

The objectives of the strategy are:

- To address displacement in a way that goes beyond ‘care and maintenance’ of displaced communities to one that builds resilience and the ability to withstand future shocks, preserves

¹ The Guiding Principles are based on international humanitarian and human rights law and analogous refugee law. They are intended to serve as an international standard to guide governments, international organizations and all other relevant actors in providing assistance and protection to IDPs.

² The official name of the Kampala Convention is the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa, adopted by the African Union in October 2009.

safety and dignity in order to improve the lives and self-reliance of displaced populations while simultaneously addressing the impact on host communities.³

- To provide an approach to implement rights and needs based programming that addresses physical safety (safety and security), material safety (an adequate standard of living and access to livelihoods) and legal safety (access to documentation, family reunification, participation in public affairs, and access to effective remedies and justice)⁴ of communities in protracted displacement and the communities which are hosting them.
- To achieve a multi-sectoral response to displacement that bridges the humanitarian-development divide, involves all key line-ministries, firmly embeds the protection and assistance needs of the displaced, host communities and other drought affected communities, paying attention to the particular needs of women, the elderly, disabled, youth and children within the region's and national development plans.
- To promote joint planning, responsibility and commitment amongst governmental and non-governmental (humanitarian and development) actors towards implementation of durable solutions.
- To strengthen the normative, legal and institutional framework for identification and provision of durable solutions for those in ongoing and protracted displacement.
- To provide a mechanism that enables key decision-makers at regional and national levels to develop a nationwide approach to finding timely and durable solutions in response to ongoing and future displacements.

1.3 ALIGNMENT WITH THE IASC PRINCIPLES ON INTERNAL DISPLACEMENT

In order to maximize the sustainability – the durability – of the return, resettlement or integration solutions chosen by the Region's displaced, this strategy is aligned with the IASC Principles on Internal Displacement. As described in the Brookings (2010) paper on the Principles, there are four core principles, without which it is not possible for displaced persons to have a Durable Solution. These are:

Long term safety, security and freedom of movement

The causes of conflicts in the Somali Regional State have not been resolved, particularly in regards to the inter-regional border disputes. These conflicts may be of low intensity but flare up occasionally resulting in displacement of people, normally temporary. It is recommended that the DSWG members identify locations where interventions targeting sustainable safety and security will need to be initiated or scaled up. It's also important to undertake Do No Harm analysis to assess whether, for example, infrastructure and livelihood improvements might make IDP hosting areas and inhabitants more vulnerable and/or exposed to the conflict. DSWG members are encouraged to identify a range of security related concerns which may affect the sustainability of durable solutions, and brainstorm how to address them, incorporating the findings into the action plan.

³ Terms of Reference. Regional Durable Solutions Secretariat (ReDSS) Durable Solutions Framework: Ethiopia case study, 2017.

⁴ This is based on the Durable Solutions Framework of the ReDDS.

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Livelihoods and Building Resilience

In order to ensure an adequate standard of living displaced households must be supported to develop diversified and sustainable livelihoods that will contribute to increased resilience. Thorough analysis of local contexts and active engagement with communities in IDP hosting areas should form the basis for identification of suitable livelihood and income-generating activities that would strengthen local integration. As integration support is related to long term needs of displaced persons, efforts to build sustainable livelihoods should remain one of the main focuses of a program. As noted in IDP verification and intention survey reports, displaced persons are already engaged in a variety of income generating activities, some of which may not be sustainable, i.e. firewood collection, charcoal making, daily labour, etc. The key is to build on existing strategies that are not harmful to the local context and environment. Livelihood integration frameworks should allow identification of the most vulnerable groups in order to capture their particular needs and develop appropriately tailored solutions. The framework should allow identification of market demands and gaps related to skills and/or economic activities, as well as entrepreneurial potential.

Access to Public Services

The importance of the fundamental ability to earn a living is necessarily complemented by access to basic public services such as health, education and water, without which an adequate standard of living cannot be achieved. Programming aimed at integration support should be designed in such a way to be able to respond to the longer terms challenges. The majority of displaced persons in the Somali Regional State have been displaced for a year or more⁵. Subsequent follow up with the communities in IDP hosting areas will be able to help identify pockets of new displacement, where short term needs may need some attention. However, any short term interventions should be implemented in parallel with commencement of longer term interventions, i.e. linking extension of core public services, or cash for work. The integrated approach will promote increased sustainability of integration. Ultimately, availability of public services and local economic conditions will impact on the longevity of livelihood interventions. Where basic public services are lacking, the risk of secondary displacement rises, potentially further limiting the durability of the intervention.

Access to justice and civil rights

Thorough examination of Ethiopian law (including regional) is important to determine options related to the issues of restitution, compensation and redress for the assets and property lost prior to/during displacement. Displaced households' ability to secure personal and civil documentation is also critical in allowing a formerly displaced household to access basic services such as health and education. It is important to create an effective and accessible mechanism to resolve housing, land property disputes, relevant to displacement. Workable mechanisms should be established in the Somali Regional State to address unresolved conflict-related grievances to achieve a sense of justice restored. It is important to note that the humanitarian assistance does not amount to compensation.

In addition, in a number of contexts it will also be necessary for IDPs to benefit, without discrimination, from the following to achieve a durable solution:

⁵ 54% as at DTM Round VI, August 2017

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- Access to and replacement of personal and other documentation;
- Voluntary reunification with family members separated during displacement;
- Participation in public affairs at all levels on an equal basis with the resident population;
- Effective remedies for displacement-related violations, including access to justice, reparations and information about the causes of violations.

1.4 RATIONALE FOR THE DSWG

The DSWG is co-chaired by the Somali Region Government's DPPB and the International Organization for Migration (IOM). The Group will support DPPB and other key regional state actors to advance the development approach to displacement. It will aim to encourage and model a paradigm shift for stakeholders working on humanitarian and development responses to an integrated, 'bundle+' approach to progressively resolving displacement. Tools, mechanisms and practices developed at the regional level under the auspices of this strategy will kick start development of a body of practice that also speaks to the Humanitarian-Development divide or nexus.

A key function of the group will be identification and engagement with development experts offering the range of knowledge and capacity to provide Durable Solutions-oriented programming to help affected populations. The DSWG will also seek the development and implementation of mechanisms to inform, support and innovate in finding policy and programming solutions to displacement in the Somali Region.

In the medium to longer term the efforts of the Somali Region authorities and the DSWG will contribute pilot tools, mechanisms and approaches to national dialogue on resolving displacement as well as the broader resilience conversations.

2. The Strategy

2.1 STRATEGY DEVELOPMENT PROCESS

In 2014 the government of the Somali Regional State initiated discussions on Durable Solutions for protracted IDPs in the region. A Durable Solutions Working Group (DSWG) was formed and its Terms of Reference (TOR) was endorsed. In September and October 2014 the DSWG undertook an IDP Verification and Intentions Survey, the results of which formed the basis of consultations for the first incarnation of this Strategy. This early work was ultimately overshadowed by national elections and political shifts and only in 2016 did substantive work recommence.

The primary change since 2014 is the shift in typologies of displacement. The original displacement caseload in the region was predominantly conflict, with some natural disaster and climate induced displacement. As at the last round of the DTM in August 2017 drought induced displacement was 49 % of the total, with conflict at 38.5 % and other groups totaling 12.5 %.

The process for development of this strategy will follow the sequence below:

- Draft strategy presented for endorsement to the Somali Regional authorities (August 2017)
- Regional consultations on the draft Strategy (September 2017)
- Revisions to the draft Strategy based on consultations (September and October 2017)
- Somali Region Government adoption of the Strategy (5 October 2017)

Subsequent to the development and adoption of the Somali Region Durable Solutions Strategy key government and international stakeholders will engage with national authorities to ensure that the Strategy is aligned with supra-national and federal level initiatives and frameworks on displacement.

The development and implementation processes of this strategy are intended to serve as a model for informing the development of inter-regional and national frameworks.

2.2 POLICY ENVIRONMENT AND PROCESSES

The Somali Region Durable Solutions Strategy does not yet have the benefit of a national or regional normative framework for adequately addressing internal displacement. Certain frameworks exist yet there remain gaps in the existing instruments that will need to be addressed through inclusion of provisions for addressing internal displacement.

The Constitution of the Federal Democratic Republic of Ethiopia

The Constitution makes specific reference to displaced people in the country, in particular, *Article 44 sub-article 2*, which states “All persons who have been displaced or whose livelihoods have been adversely affected as a result of State programmes have the right to commensurate monetary or alternative means of compensation, including relocation with adequate State assistance; and, *Article 89 sub article 3* which adds that “Government shall take measures to avert any natural and man-made disasters, and, in the event of

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disasters, to provide timely assistance to the victims”. However, there is no national (or regional) law, policy or strategy to help translate these provisions into actual guidance or tools towards better assisting IDPs.

The Kampala Convention (2009)

Another important legal instrument on IDPs is the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa. This convention binds governments in the continent to provide legal protection for the rights and well-being of those forced to flee inside their home countries due to conflict, violence, natural disasters, and other human rights abuses. This convention is, however, ratified by only 24 of the 54 member states. While the Government of Ethiopia signed the Kampala Convention⁶, it has not yet ratified the treaty.⁷ At the 2016 World Humanitarian Summit in Istanbul the Government of Ethiopia committed to ratifying the Convention, but has not yet set a timeline for so doing.

IGAD Forced Displacement and Mixed Migration Regional Strategy (DRDIP) (2017)

Under the World Bank-funded Development Response to Displacement Impacts Project (DRDIP) the IGAD has developed a Forced Displacement and Mixed Migration Regional Strategy (FDMMRS). It provides a framework for generating evidence that supports and gives reason to innovative development approaches to resolving displacement. While focusing primarily on refugees and host communities, IDPs are not excluded from coverage by the strategy and the framework provides an approach to which resolution of internal displacement can be readily aligned.

Ethiopia is one of the four pilot countries committed to implementing the DRDIP and, subsequently, the FDMMRS. The pilot is in its very early stages but the FDMMRS and the anticipated pilot programming of DRDIP provide a framework for progressively resolving displacement situations. The Somali Region Durable Solutions Strategy will align with the project and strategy and, in turn, provide a framework for regional authorities to inform the Ethiopian pilot’s development.

DRM Policy and DRM-SPIF (2013)

The Government of Ethiopia has endorsed a National Disaster Risk Management Policy in 2013. This policy outlines that the frequency, scale and intensity of natural and man-made disasters are increasing due to climatic changes and recognizes that the country is vulnerable to multiple hazards and associated disasters. The policy sets a specific objective to save lives, protect livelihoods, and ensure all disaster affected population are provided with recovery and rehabilitation assistances (DRMFSS, 2013)⁸. The policy comes with a Strategic Program Investment Framework (SPIF) that provides guidance on the implementation yet it lacks clarity in illustrating the specific vulnerabilities of IDPs. In addition, the strategy does not flesh out

⁶ The Convention, the first (and still the only) international treaty on internal displacement, was adopted by a Special Summit of the African Union, on 22 October 2009.

⁷ Ethiopia signed the Convention a day after its adoption, i.e., on 23 October 2009.

⁸ The Government of Ethiopia has developed a new institutional arrangement whereby the then Disaster Risk Management and Food Security Sector (DRMFSS) under Ministry of Agriculture and Rural Development (MoARD) is now reinstated as a National Disaster Risk Management Commission (NDRMC) since January 2016.

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the mechanisms on how best to save lives, recover and restore the living situation of IDPs as it limits itself mainly on preparedness, mitigation, early warning and response cycles of disasters.

National Social Protection Policy of Ethiopia (2012)⁹

The Social Protection Policy of the GoE aims to see all Ethiopians enjoy social and economic wellbeing, security and social justice, which technically includes displaced citizens as well. Although the policy attempts to highlight specific strategic priorities to better support various segments of the population particularly those with different vulnerabilities, it fails to take note of specific protection and assistance needs of displaced persons who are not mentioned at all in the policy. Without due consideration of the ever increasing number of IDPs across the country, where much of the caseload end up in extended displacement situations, the aim of the policy to “Reduce vulnerability and poverty by providing social assistance and social insurance, promote employment opportunities, enhance productive capacity and ensure citizens understand their responsibilities for the progressive realization of social protection rights” may not be realistic.

The existing gaps in national legal and policy frameworks highlight the difficulty and complexity of finding durable solutions for this neglected category of population. Engaged multi-stakeholder cooperation and dialogue will be required to move the Strategy forward. An evidence-based and actionable Action Plan will be developed to map out steps needed to implement this strategy, ensuring alignment with national and regional development and recovery plans. The Action Plan will delineate timelines, actions, actors, needs and gaps, and will develop budgets and funding requirements needed to deliver accordingly.

2.3 FRAMEWORK FOR ENGAGEMENT

The members of DSWG are committed to respect the principles that strengthen durable solutions, and to put in place mechanisms to ensure that those standards are observed. The DSWG recognizes that:

- The primary responsibility for IDPs and durable solutions rests with the state. Others play complementary roles if so determined by the state.
- For those in displacement the choice of which durable solution they wish to pursue is voluntary. All relevant actors need to respect the right of IDPs to make an informed and voluntary choice on what durable solution to pursue and to participate in the planning and management of durable solutions.
- Durable Solutions require a long term planning horizon that spans short-term humanitarian assistance through to long term development actions and resilience building.
- The state must create the conditions conducive to durable solutions whether this is in the form of local integration, return or relocation of IDPs elsewhere in the Region. In order to achieve this the Government must commit to ensuring physical safety (specifically, but not only, in areas where displacement has been triggered by conflict) which includes effective security measures and respect for the rule of law; material safety (particularly economic development) to ensure an adequate standard of living, access to public services and to livelihood); and legal safety (including access to

⁹ The Federal Democratic Republic of Ethiopia, National Social Protection, Ministry of Labor and Social Affairs, March 2012.

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effective remedies and justice, access to documentation, family reunification, and participation in public affairs).

- The Government must provide the financial resources needed to make this possible, if necessary by seeking assistance from the humanitarian and development communities.
- The needs, rights and legitimate interests of IDPs should be the primary considerations guiding all policies and decisions on durable solutions.
- The principles of participation and inclusion should be respected when seeking durable solutions for displaced individuals or communities. This means, inter alia, IDPs should be provided with comprehensive and timely information concerning their options so that they can make informed judgements regarding their options.
- An IDP's choice of local integration or settlement elsewhere in the country, in the absence of the option to return, must not be regarded as a renunciation of his/her right to return should that choice later become feasible.
- Under no circumstances should IDPs be encouraged or compelled to return or relocate to areas where their life, safety, liberty or health would be at risk.
- The principle of non-discrimination is fundamental, on the grounds of, inter alia, ethnicity, language, religion, gender, age, social group or political affiliation. It is noted that making particular provision for persons with specific vulnerabilities – e.g., women headed-households, pregnant or lactating women, persons with disabilities (physical or mental), persons with HIV/AIDS or other chronic illnesses -- to ensure that everyone has equal opportunities, is not discrimination. IDPs seeking a durable solution must not be subject to discrimination for reasons related to their displacement.
- The authorities should grant and facilitate rapid and unimpeded access for humanitarian and development actors to IDPs seeking durable solutions.
- The Principle of Accountability to Affected Populations (AAP) should be respected in the search for durable solutions. Mechanisms should be put in place so that IDPs who have complaints are able to address their concerns to those in authority without fear that their rights or needs will be in jeopardy.

In the absence of a national guiding framework on IDPs, different government agencies at different levels, have undertaken ad hoc initiatives focused exclusively on immediate and life-saving actions. Both at federal and regional level, NDRMC and DPPBs attempt to cover the immediate needs or continue to provide only relief assistance awaiting for either higher authorities such as regional presidents or the Ministry of Federal Affairs to intervene and provide a lasting resolution. However, when drivers of displacement are complex - such as when conflicts related to ethnicity, land ownership, resource based or inter-regional disputes - IDPs are likely to remain in an indefinite/protracted displacement situation. A priority for resolving displacement in the Somali Region will therefore be contributing to a high level harmonization of roles and responsibilities for ending displacement.

This calls for a continuous awareness raising, information sharing and dialogue between policy and decision makers both at federal and regional levels as well as for twin-track purposes-1) to engage authorities at regional and local level to support and facilitate the implementation of durable solution initiatives within

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their jurisdiction and 2) to engage policy makers at all levels to facilitate the development of appropriate policy.

2.4 TARGET GROUPS

This strategy encompasses the various types of IDPs, while also paying attention to the impacts of displacement on host communities, refugees, and other crisis affected communities.

Drought-induced displacement

In the Somali Region at the present time, the largest number of those internally displaced are pastoralists who have become destitute as a result of the drought. There is often a reluctance to accept the fact that a nomad can be an IDP. Since pastoralists in “normal times” follow migration routes in search of water and pasture, they are often perceived as having no fixed abode. However, pastoralists in Ethiopia for the most part acknowledge a place of origin (a particular location in a particular kebele) from which they migrate out and to which they habitually return and their migration is generally along well-established routes. However, when -- as with the current droughts (2015/16 and 2017) -- all or most of their animals have died, when they are unable to feed their family because they have lost their means of subsistence, and when the imperative of survival forces them to go and squat in an unfamiliar area in order to get water and humanitarian assistance¹⁰, they are in essentially the same situation as other IDPs and should be treated as IDPs.

More difficult, perhaps, is categorizing those pastoralists whose herds have been reduced as a result of drought, but who continue to follow the pastoralist life style. For the purpose of this strategy, these people will be referred to as “drought affected,” rather than IDPs, but also come within the scope of the strategy under the broader umbrella of host and other affected communities.

Flood and other Natural-Hazard IDPs.

There are also persons displaced in the Somali region as a result of flash flooding, landslides and other natural hazards, though their numbers are smaller and they are frequently able to return to their place of origin quite quickly. In some cases, however, their displacement passes one year in duration and, when this happens, they fall within the scope of the strategy.

Conflict-affected IDPs

In the Somali Region, there are also conflict-induced IDPs, largely the result of the continuing conflict on the Somali-Oromia border. While in 2014, the plan of the Somali Regional government was for them to return to their places of origin, this has not happened and there are now large numbers in protracted displacement, afraid and/or unwilling to go back.

¹⁰ They are sometimes referred to as “pastoralist dropouts” in the Somali Region.

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Other IDP Groups

IDPs whose displacement is a result of factors not explicitly described above will fall within the scope of this strategy where recommended by the DSWG.

IDPs displaced due to the progress of development projects will be supported in line with the relevant specific laws of Ethiopia, and in line with the principles outlined in this Strategy.¹¹

Host Communities

While internally displaced populations in ongoing or protracted displacement are the primary of this strategy, the needs and resilience of the communities hosting IDPs and those into which the IDPs will integrate or resettle, are of critical importance. Equitable access to humanitarian and longer term assistance for profoundly affected host communities as well as those of the displaced is essential. The strain placed on communities' access to existing services or resources once the additional needs of the displaced are factored in is considerable. Durable solutions must therefore be community-focused in scope and delivery.

As such, while some assistance - notably initial humanitarian support - may meet individual or household level needs, equitable assistance for host as well as displaced groups should be planned from the outset. This lens should be applied across return, resettlement and local integration programming models as they evolve.

The strategy also recognizes that, occasionally, local integration for displaced populations may involve refugees as well as IDPs and host communities. In such circumstances, an area approach to development, which does not distinguish between IDPs, refugees, and other drought-affected populations, will again be the best way forward.

A recommendation of the 2014 strategy was that the search for durable solutions and its implementation should begin in those areas where IDPs want to integrate locally, because this is the largest caseload, and where one could realistically expect to achieve success. Given the changes that have occurred since 2014, it will be necessary to do a new registration of IDPs and new Intentions Surveys to better understand how the displaced, host and other affected communities see their long term future. This exercise will enable the regional authorities, the DSWG, and partners to prioritize groups whose vision and intentions align with programmes available immediately, while those groups whose intentions do not match with the options currently offered can be further supported while new pathways to a voluntary solution are found.

¹¹ However, as the Terms of Reference for the DSWG state: "if officially requested by the government to do an assessment before a project is undertaken, the DSWG can consult with the people that will be displaced or otherwise affected by the project, ascertain their views and intentions, and assess and report on the potential impact of such projects on 'the population at risk' in an objective/neutral manner."

3. Intervention Areas

Drawing on the DSWG Terms of Reference and considering the current displacement challenges in the Region, five key intervention areas have been identified around which stakeholders' activities will be organized and resources applied in order to achieve the progressive resolution of displacement in the Somali Region.

3.1 PLANNING FOR DURABLE SOLUTIONS

This strategy provides the basis for cooperation between national and international partners in support of Durable Solutions to displacement in the Somali Region. Upon endorsement of the Durable Solutions Strategy the DSWG will work with the relevant regional and national stakeholders to develop an Action Plan or Roadmap to implement the Strategy.

The Action Plan will be a living document that the DSWG will update as the situation on the ground evolves and the evidence base grows. Planning activities will include identifying types of support needed, generating tailored solutions, developing prioritization approaches to meet needs in a phased, viable and sustainable way, government plans that provide support elements, identifying gaps in planned service provision, budgeting for activities, and identifying partners to fill gaps in needed programming.

Key Resources

- DSWG DS Action Plan and Roadmap
- Somali Region Early Recovery Plan
- Somali Region Yellow Book
- Somali Region UN Crisis Response Integrated Plan
- UN Humanitarian Requirements Document 2017
- GTP II

3.2 BUILDING AN EVIDENCE BASE

The DSWG will partner with humanitarian and development actors to support the Somali Regional Government in advancing the development approach to displacement, as well as continuing to coordinate to support the short term humanitarian needs of affected groups. In order to ensure that the paradigm shift is principled, realistic and sustainable the Group and other partners working on displacement will collaborate to generate regular, tailored data and analysis on particular target groups' needs and expectations, options for Return, Integration or Resettlement programming and prioritization exercises, assessments of programming interventions trialed, and a body of lessons learned to inform increasingly durable models for resolving displacement.

Key resources

- IOM's Displacement Tracking Matrix (DTM)

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- Joint DSWG Intentions Surveys and household Solutions surveys
- Humanitarian monitoring reports and analysis
- Dedicated displacement and mixed migration studies
- IGAD DRDIP research and studies

3.3 PROMOTING BEST PRACTICE

A key area of work will be defining the requirements and parameters of successful Return, Resettlement and Integration initiatives. The DSWG and partners will share and draw on national and international case studies, reports, studies and analysis on return, resettlement and integration models that can inform the Somali Region's Durable Solutions planning and implementation. As the region develops its own return, resettlement and integration models lessons learned will be shared with other regional authorities as well as the relevant national and supra-national partners.

Key Resources

- IGAD co-pilot DRDIP countries
- Somalia Durable Solutions initiatives
- ReDSS
- North East Nigeria Solutions initiatives

3.4 SUPPORTING STRATEGIC DIALOGUE

A strategic shift is needed to move from a purely humanitarian and protection approach to meeting the needs of displaced populations, to one that simultaneously addresses the humanitarian and development needs of displaced persons, host communities, and other affected communities. This is in line with the IGAD Regional Strategy on Forced Displacement and Mixed Migration (2017-20) Development Response to Displacement Impacts Project (DRDIP).

A range of government ministries and departments have oversight and responsibility for various parts of the humanitarian and development response spectrum needed to resolve displacement. The DSWG and partners will, with the Strategy and Roadmap, seek engagement across the various departments to provide up to date information on displacement patterns, shifts and options for Solutions, and will engage policy makers at all levels to facilitate the development of evidence-based policy.

Particular efforts will be made to:

- To ensure that IDPs and host communities are integrated into the development plans of the Region.
- To develop synergies with existing initiatives such as the Early Recovery Framework led by the National Disaster Risk Management Commission (NDRMC) and UNDP.
- To ensure that those who wish to integrate locally or to resettle in other areas of the region are able to get a local ID without the need to return to their place of origin as without a local ID IDPs struggle to integrate and access basic services.

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- To encourage and inform establishment of a national platform on Durable Solutions by demonstrating the achievements and lessons learned in the Somali Region.

3.5 COORDINATION AND PARTNERSHIPS

DSWG has a formal link with the Disaster Risk Management forum, also chaired by DPPB, which is operational on the regional level. Efforts should be made to strengthen this link with DRM by sharing concerns and identifying potential areas of collaboration to develop and provide tailored solutions for displacement. Collaboration on Disaster Risk Reduction will also be a crucial area for cooperation.

There are likely to be issues that will require high level political engagement, to enable IDPs to pursue their desired solution. This may include peace-building and safety and security related actions, land issues, as well as compensation and redress.

Ad-hoc task forces may be created within/alongside the DSWG, subject to developments on the ground, for example a task force on land issues, where relevant. The DSWG will also seek a counterpart structure or forum in Addis Ababa in order to support efforts to share information and good practice. This forum will serve as a key conduit in assisting to mobilize resources to pilot and implement Durable Solutions for the region's displaced and host communities.

While there are no specific government strategies and programs targeting IDPs in protracted displacement at this time, it is crucial to advocate with all bureaus to include the displaced in their annual plans of 2017-2020, including key considerations around supporting host communities' capacity and resilience.

It is anticipated that the Somali Region Durable Solutions Strategy and Action Plan become pilot or flagship initiatives that can be drawn on in other regions, with a view to informing the development of a comprehensive national framework for resolving displacement.

3.6 POLICY DEVELOPMENT

In support of broader national engagement around questions of Durable Solutions to displacement, and building resilience in communities likely to be affected by climate change and other crises, the DSWG and regional authorities will share policies and practices developed with stakeholders as they are developed. Consultations will be undertaken to bring in the widest possible range of knowledge and expertise to inform policy development and adoption.

The framework, tools and mechanisms developed and implemented in the region will be shared with key stakeholders at the national level to help inform policy dialogue around resolving displacement.

4. Implementing the Strategy

The Somali Region authorities, with the support of the Durable Solutions Working Group, will develop a Roadmap and Action Plan to Durable Solutions based on this Strategy. A series of consultations will take place at national and regional levels in the last quarter of 2017 to amplify and further develop the elements required to develop a principled, coherent and achievable roadmap to Durable Solutions for the region's displaced.

4.1 PRINCIPLES

The strategy will be implemented in accordance with the following overarching principles:

- **State responsibility and capacity:** The primary responsibility for providing solutions for displaced households and communities will be assumed by the Ethiopian government, both at the federal and state levels, and programmatic action should be based on dialogue and guidance from government authorities in relation to the government's own plans for the reconstruction and recovery of the Somali Region. The current strategy is proposed as a model for a future national strategy of durable solutions for displacement.
- **The centrality of protection:** All actors must respect the rights of the affected populations to make an informed and voluntary choice with regard to the solution they would pursue, whether return, resettlement or local integration. It is important that measures are taken to avoid disruption of humanitarian interventions, family separation, GBV and other protection incidents linked to premature and poorly prepared return of IDPs. Specific attention must be given to the needs of the most vulnerable, including ensuring their prioritized access to adequate safe and nutritious food, material support, justice, reconciliation, documentation, and essential and specialized services. All interventions, irrespective of sector, should be underpinned in design by sound gender and social protection analysis. Compliance with human rights and international humanitarian law should form an integral part of the response, while recognizing the legitimate national security concern of the government.
- **Partnerships and linkages between humanitarians and development actors:** The successful pursuit of integration will require common frameworks for reference, including for spatially integrated planning, shared systems for gathering and disseminating data that are simultaneously oriented to humanitarian and development needs, opportunities for joint programming, and consistent criteria and processes for joint monitoring and learning.
- **Community participation, involvement and accountability:** IDPs, returnees, host community representatives, community leaders, faith-based groups and local government officials need to be fully involved in the planning and implementation of interventions, with specific attention to promoting gender equality. Programmatic interventions should encourage partnership with and the

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inclusion of displaced populations, as well as returnees, refugees (where applicable) and host and other affected communities into local development planning, and enhance open platforms for equal consultation with displaced and local communities, ensuring that both benefit from operational responses and have active avenues to provide feedback and complaints.

- **Mainstreaming of gender and social inclusion:** All actors must integrate gender perspectives into programming, ensuring that interventions have a positive impact in enabling women's rights, voice and participation, and benefit girls, women, boys and men. They must also integrate analysis of social exclusion and how it works in particular communities to ensure programming benefits all in the community.

4.2 AN INTEGRATED APPROACH

In the first instance planning for and delivery of the Strategy must be harmonized with the Somali Regional Government's Development Plan and the draft Early Recovery Plan. Identification of areas of overlap or gaps in planned service provision to displaced and host communities will be supported by the DSWG and worked through with the relevant government Bureaus and Departments. Where state planning and resource allocations cannot cover programming for Durable Solutions the DSWG will coordinate with humanitarian and development actors to identify, acting as a provider of last resort. In this regard the DSWG will act as a coordination mechanism to ensure coverage of support in line with the Principles described above.

The DSWG will, in close coordination with the regional authorities, advocate and liaise with national humanitarian and development actors to ensure that appropriate resources, expertise and leverage is secured at the national level to support implementation of the Regional Strategy. Upon initiation of development of the Roadmap the DSWG will seek the formation of a national counterpart Group to lead support for common objectives and dialogue at the Federal level.

4.3 NEEDS BASED PLANNING

In order to maximize the durability of the solutions offered to the Somali Region's host communities and displaced groups, planning for implementation of the strategy will be needs based. Needs will be assessed and planned for across the full humanitarian to development and resilience spectrum.

As part of strategy implementation activities to develop and implement a Roadmap and Action Plan, the DSWG and government partners will:

- Map the particular needs, sector by sector, for baseline models for Return, Local Integration, or Resettlement. This will provide core framework tools such as programming checklists, methodologies relevant to each type of Solution, and mechanisms for community consultation around their preferences and needs,
- Identify good practice examples of Return, Local Integration and Resettlement from other national contexts and abroad, ensuring that hazards and poor practice are avoided,

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- Ensure that the particular programmatic requirements of IDPs, host communities and refugees are tailored to each Solution option, based on the particularities of the local context and their particular experience of displacement.
- Ensure that special measures and consideration are given to the specific needs of vulnerable groups such as women, youth, the elderly, the disabled, children, and former pastoralists.

The DSWG will, in particular, play a key role in leading work to include beneficiaries in the development of Solutions models, and providing guidance on how to avoid short term solutions in favour of long term and resilient ones.

4.4 INSTITUTIONAL ARRANGEMENTS

The DSWG will, in the first instance, serve as the focal point or hub for delivery of the Durable Solutions Strategy and subsequent Action Plan. The current chairing arrangements of the DSWG, whereby BPPD and IOM co-chair, will continue. Key partners from within and without the group may be invited to chair on an exceptional basis.

Secretariat support to the group will continue to be provided by IOM, as well as to the BPPD as requested. Given the current spread of responsibilities for IDPs across a range of Government bodies the DSWG will continue to reach out to a range of partners, and will continue to support dialogue at the national level in pursuit of a more streamlined and accountable Government entity charged with resolving displacement across the board.

In support of strategy delivery the development of an Action Plan will be undertaken within the first quarter after adoption of the Strategy. The Action Plan will include programmatic frameworks for pilot Solutions models. It will include mapping and analysis of humanitarian and development response planning documents and the gaps therein with regard to providing essential support to the region's displaced. Annual work plans and budgets will be developed on that basis. Continuous monitoring and evaluation will play a critical role in informing changes in planning of operations as new gaps are identified, and lessons learned. Such changes will be specific. Intervention types and models will be defined and refined over the next three years but the Action Plan will form the basic point of reference during preparation of work plans by DSWG and partners.

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ANNEX 1: GLOSSARY OF ABBREVIATIONS

AAP	Accountability to Affected Population
DRDIP	Development Response to Displacement Impacted Project
DRM	Disaster Risk Management
DRMFSS	Disaster Risk Management and Food Security Sector
DSWG	Durable Solutions Working Group
DPPB	Disaster Prevention and Preparedness Bureau
DTM	Displacement Tracking Matrix
FDMMRS	Forced Displacement and Mixed Migrations Regional Secretariat
GTP	Growth and Transformation Plan
IASC	Inter-Agency Standing Committee
IDP	Internally Displaced Persons
IGAD	Inter-Governmental Authority on Development
IOM	International Organization for Migration
NDRMC	National Disaster Risk Management Commission
NFI	Non-Food Items
NGOs	Non-Governmental Organizations
NWOW	New Ways of Working
MoARD	Ministry of Agriculture and Rural Development
ReDSS	Regional Durable Solutions Secretariat
SPIF	Strategic Programme Investment Framework
UN	United Nations
UNDP	United Nations Development Programme