

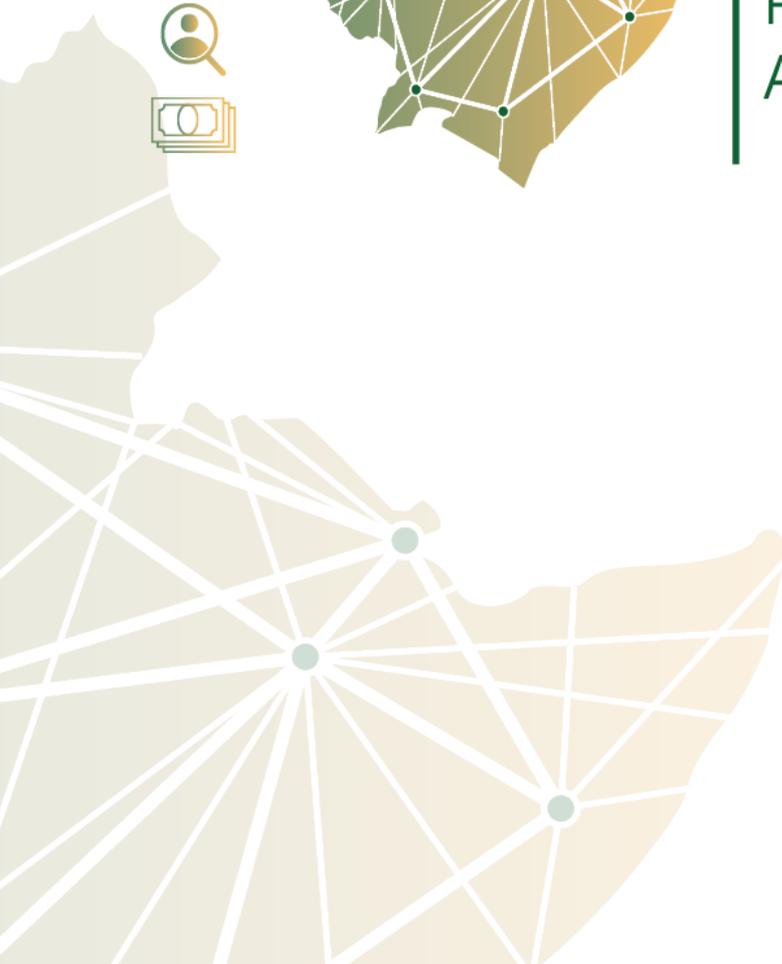


**IGAD High Level Experts & Ministerial Meetings  
on Jobs, Livelihoods & Self Reliance for Refugees,  
Returnees and Host Communities**



**IMPROVING  
LIVELIHOODS**

FOR REFUGEES, RETURNEES  
AND HOST COMMUNITIES



**WORKING PAPER**



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## Part I: Introduction

This document is developed for the IGAD Regional Thematic Meeting on Jobs, Livelihoods, and Self-reliance for Refugees, Returnees, and Host Communities taking place in Kampala, Uganda from March 25 to March 28, 2019. It is based on research conducted by IGAD over several months from October 2018 to February 2019 that includes a comprehensive literature review as well as semi-structured and informal interviews, and focus group discussions, which were held with key informants from the government, private, humanitarian, and development sectors. The purpose of the document is to help guide participants from IGAD Member States, as well as from the private, humanitarian, and development sectors for the meeting. This will help facilitate the achievement of the commitments by Member States in the Nairobi Declaration and Action Plan (NAP), and strengthen efforts to provide equitable and sustainable livelihoods for host communities, refugees, and returnees in the IGAD region.

As such, this framing document first provides an overview of the jobs and livelihood component of the Nairobi Declaration, the regional geopolitical context, together with definitions of key terms used. Following is a summary of livelihoods-related policies, commitments, and practices that each IGAD Member State has made, with a strong focus on economic inclusion. The third section of the document provides summaries and a set of questions to help the deliberations of working groups. These are:

- Working Group 1: Policy and legislative frameworks for livelihoods and self-reliance;
- Working Group 2: The role of private sector and civil society;
- Working Group 3: Sustainable return and reintegration;
- Working Group 4: Regional coordination and partnerships, and;
- Working Group 5: Natural resource management for livelihoods and self-reliance.

IGAD Heads of State and Government held the first ever Special Summit on Durable Solutions for Somali Refugees and Reintegration of Returnees in Somalia, in March 2017. The Nairobi Declaration and the accompanying Action Plan that were adopted set out a comprehensive regional approach and commitments at four levels: accelerating solutions in Somalia by creating an environment conducive for voluntary and sustainable returns; delivering durable solutions, whilst maintaining protection and asylum space, and promoting the self-reliance and inclusion of refugees in countries of asylum; strengthening sub-regional co-operation; and increasing international responsibility-sharing. Together, they reinforce the commitments made by Member States at the Leaders' Summit in New York in



September 2016, and provided important ground work for the Global Compact for Safe, Orderly, and Regular Migration that took place in December 2018.

The Nairobi Declaration and the Action Plan, promoting durable solutions in the region, places emphasis on self-reliance and economic resilience for host communities and refugees.

In the declaration, IGAD Members States have committed to:

- Enhance, with the support of the international community, education, training, and skills development for refugees to reduce their dependence on humanitarian assistance, and prepare them for gainful employment in host communities and upon return;
- Call upon States to align domestic laws and policies, including civil documentation, in line with refugee status under the 1951 Refugee Convention obligations in order to enable refugees to access gainful employment and self-reliance;
- Progressively advance alternative arrangements to refugee camps and facilitate the free movement of refugees and their integration into national development plans and access to services, and;
- Invite the humanitarian and development actors, including the private sector, Somali Diaspora, International Financial Institutions, regional development banks, and bilateral donors to combine their efforts, and strengthen collaboration and inter-linkages in support of durable solutions.

In the case of returns, there is a commitment to:

- Further support accelerated socio-economic stabilisation, the provision of basic services and livelihoods in Somalia through increased planning and investment in development to facilitate the voluntary return and sustainable reintegration of returnees and IDPs in line with the National Development Plan (NDP).

The accompanying Action Plan set out more detailed and specific commitments, including the need to invest in comprehensive skills development, create an enabling business environment for refugees to access employment opportunities, generate a favourable climate for domestic and regional investment (para 3.1.8); increase the number of refugees benefiting from free movement (para 3.1.9); provide work permits to refugees (3.1.11), provide access to arable land to rural-based refugees (3.1.13); and improve income and productivity for host communities and refugees through support to the development of



industrial parks as well as the growth of small and medium enterprises (3.1.14). In addition, there were a set of country specific commitments, which will be reviewed in Part II below.<sup>1</sup>

To help meet and build on the commitments made in the Nairobi Declaration and Action Plan, and following the 11<sup>th</sup> meeting of the Regional Consultative Process on Migration 2018 (October, in Djibouti), and the successful Regional Conference on Education for Refugees in IGAD Member States resulting in the *Djibouti Declaration* in December 2017, IGAD Member States have organized the IGAD Regional Thematic Meeting on Jobs, Livelihoods, and Self-reliance for Refugees, Returnees, and Host Communities.

The objectives of the meeting are to:

- (i) Identify existing constraints and opportunities towards sustainable livelihoods and job creation for refugees and host communities in the Horn of Africa;
- (ii) Share existing experience and best practice on enhancing self-reliance and economic resilience for refugees and host communities;
- (iii) Re-affirm existing commitments of the Nairobi Declaration for livelihoods and job creation with identification of agreed practical steps towards implementation;
- (iv) Identify opportunities for policy reform and programmatic intervention towards sustainable livelihoods and job creation for refugees and host communities in the Horn of Africa, and;
- (v) To galvanize resource mobilization in support of these steps.

## Regional Context

IGAD Member States share many socio-economic links including through cross-border trade, cross-border movements, and migratory movements driven by multiple political, economic, and environmental factors. With the Regional Migration Policy Framework (RMPF, 2012) IGAD is the only REC that has developed a framework to address the well-being and protection of migrants, IDPs, and refugees in all IGAD Member States. In order to implement the RMPF, the IGAD Secretariat developed the Migration Action Plan (MAP) 2015-2020.

All IGAD countries are signatories to the 1951 Refugee Convention and its 1967 Protocol and all have ratified the 1969 OAU Convention. The region hosts a total refugee and asylum seeker population of over five million people (with UNHCR counting approximately 295,000 in South Sudan, 1,090,000 in Sudan, 33,000 in Somalia, 29,000 in Djibouti, 906,000 in Ethiopia,

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<sup>1</sup><https://igad.int/attachments/article/1519/Annex%20to%20the%20Declaration%20-%20Final%20Plan%20of%20Action%2011.04.2017.pdf>



475,000 in Kenya, and 1,200,000 in Uganda). There are also over seven million IDPs including 2,1 million in Somalia, roughly 2 million in Sudan and South Sudan each, and 1.4 million in Ethiopia. Roughly 59 percent of refugees in the region are below 18 years of age, and 81 percent are women and children. 82 percent live in camps and settlements, 13 percent are in urban areas, and 5 percent are in other locations.<sup>2</sup>

Refugee protection is a transnational concern, incorporating countries of asylum, transit, destination, origin, and the wider international community. Securing protection space for refugees in IGAD countries requires a regional perspective especially as the majority of refugees originate in other IGAD countries. A regional response will facilitate a coordinated approach among partners to adequately address the livelihoods and self-reliance needs of individuals and households together with strategic national and regional priorities and market trends, in a sustainable and holistic manner.

IGAD, being a Treaty Organization with a mandate to coordinate the commitments of its member states, has the convening power to generate political will and commitments, and facilitate implementation of commonly agreed programmes. Most importantly, IGAD will play a custodian role whereby knowledge and experiences are compiled and shared. However, in order to realize these important roles, a strong regional capacity and institutional arrangements are required.

## **Key terminology**

To promote a common understanding of the key terminology needed to inform constructive discussions, the following conceptual framework is tabled.

### **Host communities and refugees**

Refugees do not live in isolation. They are nested within host communities that may share many of the same challenges. Both communities impact each other in myriad ways, and the interconnections between host and refugee communities can create or exasperate socio-economic and political pressures, especially in areas that suffer high rates of poverty and unemployment.

### **Return and reintegration**

After long years of exile, returnees face complex challenges in re-establishing themselves upon return. The reintegration package provided to returnees in the form of cash grants, shelter materials, and other relief items in the initial stages of the return process is aimed at

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<sup>2</sup>UNHCR statistics as of January 31, 2019, which covers the Horn of Africa and the Great Lakes region.

enabling them to have a soft landing. Nevertheless, the economic and livelihoods dimensions are the main challenges, and support is often needed to ensure a successful and sustainable reintegration. By linking local economic development initiatives with targeted and community-based reintegration support, it is expected that return and reintegration will become more inclusive, effective, and sustainable.<sup>3</sup>

## Livelihoods

Livelihoods refers to a set of activities performed to secure the basic necessities (food, water, shelter, clothing) needed to sustain life. A reductive interpretation of livelihoods equates it with employment,<sup>4</sup> while broader interpretations includes both wage and self-employment, as well as agricultural and livestock

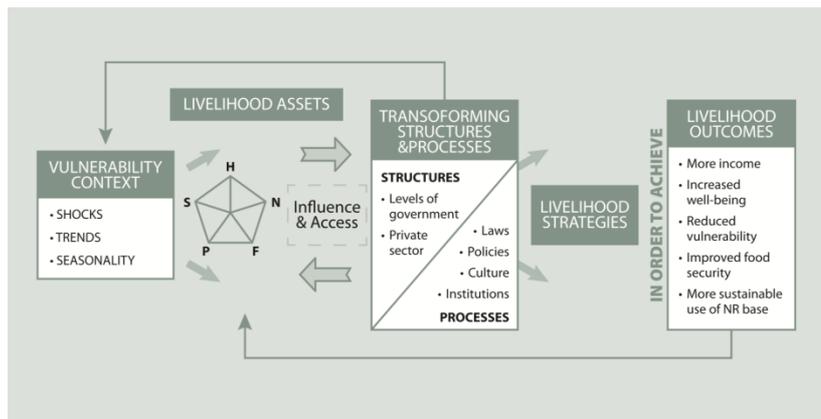


Figure 1: Sustainable Livelihoods Framework (Source: UNHCR, Livelihood Programming in UNHCR, 2012).

production.<sup>5</sup> Employment-based livelihoods activities take place in both the formal and informal sectors, and refugees are often limited to the latter due to legislative or cultural restrictions.

In this framework (Figure 1) livelihoods interventions include a range of inputs to promote wage and self-employment, and agricultural and livestock production and value-chain promotion. Some traditional livelihoods interventions include technical and vocational education and training (TVET), facilitating access to financial services, providing cash-based assistance, facilitating access to information and technology, and facilitating access to infrastructure and energy.<sup>6</sup>

## Self-reliance

The United Nations High Commissioner for Refugees (UNHCR) defines self-reliance as “the social and economic ability of an individual, a household or a community to meet essential

<sup>3</sup> UNHCR, *The Voluntary Return and Reintegration Programme* (2012)

<sup>4</sup> See for example Betts et al, *Refugee Economies in Kenya*, (2018).

<sup>5</sup> UNHCR, *Global Strategy for Livelihoods 2014-2018*, (2014).

<sup>6</sup> UNHCR, *Refugee Livelihoods and Economic Inclusion*, (2018).

needs (including protection, food, water, shelter, personal safety, health, and education) in a sustainable manner and with dignity.”<sup>7</sup> Thus, notions of self-reliance incorporate livelihoods activities as a core component, but also re-orient notions of livelihoods, and go beyond economic activities to integrate wider displacement needs. Increasingly, development actors look to self-reliance models and related programming to realize holistic and interconnected notions of needs, capacities, and actors into interventions that achieve real, sustainable impact for host and refugee communities.

### **Economic inclusion and the enabling environment**

Improving livelihoods through inclusion into wider economic systems is a key component of achieving sustainable solutions for host communities and refugees.

Economic inclusion entails access to labour markets, finance, entrepreneurship, and economic opportunities for all, including refugees and asylum seekers in addition to other vulnerable and under-served groups. Economic inclusion contributes to the self-reliance and resilience of [host communities] and refugees, empowering them to meet their needs in a safe, sustainable, and dignified manner; avoids aid-dependency and negative coping mechanisms; contributes to their host economies; and prepares refugees for their future whether they return home, integrate in their country of asylum, or resettle in a third country.<sup>8</sup>

### **Informal and networked economies**

Rules and regulations support or restrict economic inclusion. In restrictive contexts, “despite the constraints placed on displaced populations by their regulatory environment, vibrant economic systems often thrive below the radar.”<sup>9</sup> Regulatory and other barriers to formal economic inclusion contribute to the formation and growth of informal access to markets and informal support services. Additionally, subsistence-based activities such as agricultural and animal rearing practices and corollary practices (e.g. trading food assistance for animal feed) are integral components of refugee livelihood strategies. Indeed, these are dominant components of strategies for many in displacement contexts, and likely will remain so for the short and medium terms.

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<sup>7</sup> UNHCR, *Self-Reliance Handbook*, (2005).

<sup>8</sup> UNHCR, *Refugee Livelihoods and Economic Inclusion*, (2018), 3.

<sup>9</sup> Alexander Betts et al., *Refugee Economies: Rethinking Popular Assumptions* (2014), 4.



## Part II

# Overview of IGAD Member State Nap Commitments and Economic Inclusion Practices

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## DJIBOUTI

The Republic of Djibouti is one of the smallest countries in Africa. It covers an area of 23,200 square kilometres and is home to a population of just under one million people. As in other small states, the size of Djibouti’s economy limits its ability to diversify production and increases its reliance on foreign markets, making it more vulnerable to external market downturns and hampering access to external capital. With less than 1,000 square kilometres of arable land (0.04 percent of the country’s total land area) and an average annual rainfall of only 130 millimetres, Djibouti completely depends on imports to meet its food needs. Djibouti has experienced steady increases in its GDP over the last decade, achieving 7.1 percent growth in 2017. Nevertheless, it struggles with a high unemployment rate of nearly 39 percent in 2015 according to official estimates. The rate is higher among women (49 percent) and in rural areas (59 percent).

Djibouti is a Comprehensive Refugee Response Framework (CRRF) roll-out country and maintains a leadership position in fostering protection space for refugees in the region. In 2017, Djibouti hosted the IGAD thematic meeting on education, which led to the Djibouti Plan of Action on Regional Refugee Education in IGAD Member States, to which Djibouti is a signatory. Additionally in 2017, the Government of Djibouti promulgated the National Refugee Law, which provides for the inclusion and protection of refugees, including access to health care, education, employment, training, and naturalization. In addition, refugees have freedom of movement in the country, and can set up businesses, as well as access financial services. As of January 31, 2019, UNHCR lists 29,214 persons of concern, coming mainly from Somalia and Ethiopia, with smaller populations from Yemen, Eritrea, and other countries. Djibouti still offers prima facie recognition to Yemeni and South Somali refugees. Refugees and asylum seekers represent three percent of the population of Djibouti, the highest average in the region. Many refugees in Djibouti arrived more than 25 years ago and the vast majority live in one of three refugee villages and in the capital, Djibouti Ville.

### NAP commitments

Commitment	Status
Pledges to present the Refugee Bill, which will provide access to education, legal work, and the justice system, to the National Assembly in 2016.	Achieved
Pledges to give all refugee children access to accredited education through: committing to assess and train an adequate number of refugee teachers to teach the refugee population hosted by Djibouti; working with the Government of Kenya to establish certificate equivalency for the English-language curriculum taught in Djibouti’s refugee camps.	Progress being made <ul style="list-style-type: none"> <li>• Signatory to the Djibouti Declaration</li> </ul>

### Implementation Arrangements



The legal framework for including refugees into national systems has been largely accomplished. Furthermore, as a CRRF pilot, the Government has established a CRRF governance structure for the CRRF, which includes a Steering Committee (SC) comprised of Line Ministries, development actors, UN organizations, NGOs, and donors based in Djibouti in order to drive the practical implementation of the pledges and the new legal framework. Djibouti has also adopted and is implementing a CRRF action plan. While some administrative sectors have been faster than others in terms of providing refugees with health, education, and livelihoods services it is clear that financing for this inclusion remains the biggest challenge. The government's ability to fully deliver on its commitments will also depend upon equitable responsibility sharing from the international community in terms of concessional financing, investments in development interventions, and especially water and road infrastructure. Additional challenges consist of the different languages spoken by refugees, acknowledging refugee's prior qualifications, and ensuring they are increasingly qualified to meet labour market needs. The rate of literacy in the refugee community and the capacity of relevant agencies compound these challenges.

### **Issues raised during consultations**

Djibouti's chronic food deficit, limited skills development and work opportunities, and limited market access outside of the capital will continue to present challenges for refugees and host communities in achieving self-reliance.

- Infrastructure development, in particular the provision of water, better transportation corridors, and ICT, will help in addressing food security and nutrition, increasing access to markets, and facilitating viable livelihoods opportunities outside of urban centres.
- Raising awareness and support for the National Refugee Law remains an important task in ensuring refugees can exercise their legal rights.
- Improved education delivery together with language and literacy skill training, and professional skills training, remain priorities for self-reliance programming.

### **ETHIOPIA**

With approximately 102 million people (2016), Ethiopia is the second most populous nation in Africa after Nigeria, and the fastest growing economy in the region. However, it is also one of the poorest, with a per capita income of USD 783. Ethiopia's National Planning Commission (NPC) is working towards a vision of Ethiopia becoming a lower middle-income country by 2025. Ethiopia's economy experienced strong, broad-based growth averaging 10.3 percent a year from 2006/07 to 2016/17, compared to a regional average of 5.4 percent.



Ethiopia co-hosted the 2016 Leaders' Summit in New York, is a CRRF roll-out country, and played a pivotal role in the processes leading to IGAD's Special Summit in Nairobi on Somali refugees and the post-summit implementation efforts. In January 2019, Ethiopia's parliament adopted a new liberal and substantive refugee proclamation, which provides the legal foundation for refugees to access a number of rights and realize their NAP commitments. Ethiopia hosts approximately 905,831 persons of concern to UNHCR as of January 31, 2019, mainly from neighbouring countries, making it the second largest refugee-hosting country in Africa. More than 99 percent of refugees originate from four countries: South Sudan, Somalia, Eritrea, and Sudan. Most refugees are hosted in 26 camps located in five areas as well as in the capital, Addis Ababa.

## NAP commitments

Commitment	Status
Pledges to expand its Out-of-Camp Policy to all refugees as defined by Ethiopian laws and policy documents, to benefit 80,000 refugees, or ten percent of the current total refugee population in Ethiopia.	Not yet achieved <ul style="list-style-type: none"> <li>The new refugee proclamation provides the legal basis towards this commitment</li> </ul>
If resources allow, to progressively expand the number of refugees who may benefit from the Out-of-Camp Policy.	Not yet achieved
Pledges to increase the enrolment of refugee children – without discrimination and within available resources – from approximately 148,361 students to 212,800 students overall, including through increasing refugee preschool enrolment from 46,276 to 63,000; increasing refugee primary school enrolment from 96,700 to 137,000; increasing refugee secondary school enrolment from 3,785 to 10,300; and increasing refugee enrolment in higher education from 1,600 to 2,500.	Progress being made <ul style="list-style-type: none"> <li>Signatory to Djibouti Declaration</li> </ul>
Pledges to provide work permits to refugees and to those with permanent residence ID within the bounds of domestic laws and to provide work permits to refugee graduates in the areas permitted for foreign workers by giving priority to qualified refugees.	Progress being made <ul style="list-style-type: none"> <li>The new refugee proclamation provides the legal basis towards this commitment</li> </ul>
Pledges additionally to make available 10,000 hectares of irrigable land within the bounds of the national laws of Ethiopia to allow 20,000 refugee and host community households (100,000 people) to engage in crop production by facilitating irrigation schemes, subject to the availability of external financial assistance.	Not yet achieved <ul style="list-style-type: none"> <li>The new refugee proclamation provides the legal basis towards this commitment</li> </ul>
Pledges to allow for local integration for protracted refugees who have lived in Ethiopia for 20 years or more, to benefit at least 13,000 refugees who have been living in camps already	Not yet achieved



<p>identified by the Administration of Refugees and Returnees Affairs (ARRA).</p>	<ul style="list-style-type: none"> <li>The new refugee proclamation provides the legal basis towards this commitment</li> </ul>
<p>Pledges to work with international partners to potentially build industrial parks that could employ up to 100,000 individuals, with 30 percent of the jobs to be reserved for refugees.</p>	<p>Progress being made</p> <ul style="list-style-type: none"> <li>New refugee proclamation provides legal basis for employment</li> <li>Sites for parks are being considered</li> </ul>
<p>Pledges to strengthen, expand, and enhance basic and essential social services for refugees, including health, immunization, reproductive health, HIV and other medical services, within the bounds of national law; provide facilities for refugees to open bank accounts, obtain driving licenses, and access all other benefits to which any foreigner with a legal permanent residence permit is entitled; and provide birth certificates to children of refugees born in Ethiopia.</p>	<p>Not yet achieved</p>

### Implementation arrangements

Initial work in 2017 to implement the NAP commitments was delayed until January 2019, when the new refugee proclamation was adopted. The proclamation provides the legal basis for refugees to obtain work permits, access primary education, obtain drivers' licenses, legally register life events such as births and marriages, and opens up access to national financial services, such as banking.

The Government has established a CRRF governance structure for the CRRF, which includes a Steering Committee (SC) comprised of Line Ministries, federal agencies, development actors, UN organizations, NGOs, and the donors based in Ethiopia in order to drive the practical implementation of the pledges. Additionally, the Ethiopia CRRF National Coordination Office (NCO) was established by the Government in January 2018 to ensure the pledges are implemented through a multi-stakeholder approach. The NCO serves as the Secretariat of the SC, and as the overall coordination hub for the development, roll out, and monitoring of the pledges.

In general, the government's ability to strengthen the protection space for refugees is largely contingent upon equitable responsibility sharing from the international community in terms of concessional financing, investments in development interventions and especially irrigation, and on foreign investment to build industrial parks. Concurrently, regionalism and ethnic tensions may complicate the implementation of the NAP commitments. Finally,



regional and local dynamics must receive adequate attention to address institutional capacity issues and diverse local cultures and refugee populations.

### **Issues raised during consultations**

- Successful implementation of NAP commitments is contingent upon effective joint planning at national and sub-national levels including analyses and frameworks to guide action and coordination.
- It is essential to strengthen local recognition of economic inclusion and foster ownership and engagement to reinforce cooperation with the Government on community-based interventions, and to increase host community involvement and social cohesion.
- Information systems should be better coordinated and improved overall, including standardised monitoring and evaluation frameworks across donors and partners and to share lessons learned.
- Data collection and analysis should be strengthened; regular and reliable statistics are not available or are incomplete, and many opportunities exist to enhance the management of statistical information.
- Private sector organizations and foundations should be involved in the practical operational application of NAP commitments and also in the provision of educational and training programmes linked to livelihood opportunities.
- To meet the demands of private sector employers, local language training and skills training for refugees are needed, as are health-care, family relocation, and childcare services, which limit refugee' s economic inclusion.
- Regulations and directives (secondary legislation) to implement the proclamation need to be prepared.

### **KENYA**

Over the last decade Kenya has made sustained gains in economic growth, social development, and political organization due to a series of political, structural, and economic reforms. The Government' s development agenda, known as the "Big 4," is currently focused on manufacturing, universal healthcare, affordable housing, and food security. Its key development challenges include poverty, inequality, climate change, and economic vulnerability to internal and external shocks.<sup>10</sup>The business environment in Kenya is generally regarded as positive, and it is ranked as 61<sup>st</sup> among 190 countries in the ease of doing

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<sup>10</sup><http://www.worldbank.org/en/country/kenya/overview>. Accessed March 7, 2019.

business, up from number 80 in 2017.<sup>11</sup> Despite the positive business climate in Kenya, 90 percent of the economy is informal, which means that livelihoods interventions for refugees could be effectively adapted to this sector by incorporating self-employment and business registration interventions.

Kenya has made commitments to be a CRRF roll out country and a new refugee bill is expected in 2019, after the Speaker of the House reinitiated interest in the bill in the second quarter of 2018. There are 475,412 persons of concern to UNHCR in Kenya as of January 31, 2019. As a result of spontaneous returns, ongoing repatriation of Somali refugees, and the 2016 verification exercises conducted in the camps, Kenya's refugee caseload has decreased significantly from 593,881 in 2015. Refugees are hosted mainly in Dadaab (44 percent) in the east, and Kakuma and Kalobeyei (40 percent) in the west, and in urban areas (16 percent), half of whom are in Nairobi. As of June 2018, the majority of refugees in Kenya are from Somalia (255,000) and South Sudan (114,500).

## NAP commitments

Commitment	Status
Undertake self-reliance and inclusion measures including providing economic opportunities in accordance with the laws of the country.	Progress being made <ul style="list-style-type: none"> <li>Measures taken at Kalobeyei</li> <li>Increasing issuance of work permits reported</li> </ul>
Facilitate legal status for those refugees with legitimate claims to citizenship and/or residency in Kenya through marriage or parentage as per the laws of Kenya.	Not yet achieved
Continue to implement the "Guidelines on Admission of Non-Citizens to Institutions of Basic Education and Training in Kenya," which will facilitate enrolment of refugees and other non-citizens in Kenyan schools.	Not yet achieved
Pledges to continue with allocating financial resources towards the development infrastructure and social amenities to expand access to economic opportunities and social services in refugee hosting areas.	Not yet achieved
Facilitate and expand business infrastructure and opportunities for refugee populations in order for them to pursue sustainable livelihood opportunities in trade occupations.	Progress being made <ul style="list-style-type: none"> <li>Work permit service centre in Kakuma</li> <li>Business permits service centres in Kakuma and Daadab</li> </ul>
Pledges to continue providing access to health services and facilities to refugee populations in the country.	Not yet achieved

<sup>11</sup><https://tradingeconomics.com/kenya/ease-of-doing-business>. Accessed December 3, 2018.

Pledges to continue extending access to the education system, schools, and training institutions at all levels from basic level to tertiary levels for refugees.	Progress being made <ul style="list-style-type: none"> <li>• Signatory to Djibouti Declaration</li> </ul>
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## Implementation arrangements

The national Government established the Refugee Affairs Secretariat (RAS) in 2017 to manage refugee affairs in Kenya. Kenya's efforts to realize their NAP commitments would benefit from a steering committee to advance refugee-related interests, and passing the new refugee bill. County authorities acknowledge the benefits that hosting refugees have on their development agendas, and have taken steps to promote refugee livelihoods. For example, the Draft Turkana and Garissa County Integrated Development Plans include provisions for refugees.

## Issues raised during consultations

- Opportunity to build on the approaches to Kakuma and Kalobeyi throughout the country should be seized upon, as encampment policies inhibit the economic contribution refugees make to host communities, create burdensome competition for limited resources in refugee-hosting areas, and infringe on the basic rights of refugees that Kenya has committed to uphold.<sup>12</sup>
- Opportunities to access wage and self-employment are increasing, yet a variety of informal practices and attitudes continues to limit refugees' self-reliance potential, and should be curtailed.
- Ongoing challenges that refugees face in securing identity documentation and access to financial services severely limit livelihoods opportunities.
- Efforts to better integrate host and refugee services, build community understanding, and combat xenophobia should be strengthened especially concerning the depletion of firewood and building materials together with grazing competition in the immediate vicinity of the camps.

## SOMALIA

Large displacement movements following the 2017 drought, in combination with refugee returns have accelerated rapid urbanisation and exacerbate Somalia's dramatic demographic shift from a rural to a predominantly urbanized country. IDPs and vulnerable refugee returnees tend to join existing, congested settlements or establish temporary sites

<sup>12</sup> NRC. "Putting Protection at the Heart of the New Global Compact: Refugee Perspectives from Ethiopia, Kenya and Djibouti." NRC, Norwegian Ministry of Foreign Affairs, 2017.

in urban and peri-urban areas with precarious security for housing and land tenure. In addition, large population movements put additional pressure on already scarce resources and limited services in urban areas. Rapidly growing cities such as Mogadishu, Baidoa, and Kismayo, which host the vast majority of IDPs and returnees, face enormous challenges in delivering basic services, creating urban livelihood opportunities, securing housing, land, and property rights, and providing protection and access to justice for displacement-affected populations.

Most (protracted) IDPs prefer to locally integrate and do not intend to return to their places of origin. Displacement, therefore, largely remains an urban challenge with forced evictions due to lack of tenure security, exclusion, limited livelihoods opportunities, and access to services as main hindrances to achieving durable solutions. To address protracted and large-scale displacement in this context of rapid urbanization, collective efforts from humanitarian, development, state and peace-building partners, together with strong government leadership at all levels and across all sectors, is required.

## NAP commitments

Commitment	Status
Develop new policies and legislation on internally displaced people, returnees, refugees, trafficking and smuggling and support investment in equipment and infrastructure to support the management of mixed migration.	Progress being made <ul style="list-style-type: none"> <li>• The 2017-2019 National Development Plan</li> <li>• Resilience and Recovery Framework</li> <li>• National Youth Employment Strategy</li> <li>• Migration, Displacement and Durable Solutions Sub-Working Group</li> <li>• Pillar on Social and Human Development</li> <li>• Pillar on Economic Growth</li> <li>• Durable Solutions Initiative</li> <li>• Comprehensive Approach to Security</li> <li>• National Policy for Refugees-Returnees &amp; IDPs</li> <li>• 2009 African Union Convention on the Protection and Assistance of Internally Displaced Persons in Africa</li> </ul>
Facilitate and coordinate the reintegration process of returnees, refugees and IDPs with host communities on a federal, regional and local level and support the provision of basic services and the creation of sustainable livelihood opportunities for displacement affected communities.	Progress being made <ul style="list-style-type: none"> <li>• Tripartite Agreement between the Government of the Republic of Kenya, Government of the Federal Republic of Somalia, and the United Nations High Commissioner for Refugees</li> <li>• Kenya-Somalia refugees and peacebuilding cross border pilot project for voluntary return, co-existence, and sustainable reintegration</li> </ul>

Ensure that returnees and IDPs are provided civil documentation and waive applicable fees for a period of two years.	Not yet achieved
Convene a national forum on Somali refugees and IDPs in order to build a national consensus on what needs to be done in order to create conducive conditions for sustainable solutions and reintegration.	Achieved
Ensure that Yemeni refugees in Somalia are accorded the full range of socio-economic rights in order for them to achieve self-reliance.	Achieved

### Implementation arrangements

Somalia is enjoying greater political stability and international support; however, the country continues to be fragile, and security and stability remain the top priorities. The government's capacity to lead the CRRF process is limited, and coordination between the national government and federal member states is strained due to ongoing constitutional processes concerned with power sharing and resource allocation. In addition to the need to address stability and security, together with capacity and coordination issues, financing remains a key challenge to improve livelihoods and self-reliance in Somalia.

### Issues raised during consultations

- Livelihoods interventions need to be integrated into a comprehensive approach to durable solutions and self-reliance that includes issues such as enhancing basic services, providing security of tenure and housing, improving security and protection, enabling mobility and freedom of movement, integrating settlements into the existing urban landscape, enhancing social cohesion among all members of the community (IDPs, refugee returnees, and hosts) and addressing structural exclusion and marginalization to improve displaced populations' access to services, opportunities, and justice, and enable participation in public affairs.
- Improved data would strengthen livelihoods interventions. Most of the available data are not disaggregated per demographic groups, and surveys of IDPs often do not look at the status of the general population besides the host nationals that live in the



immediate proximity of IDPs settlements.<sup>13</sup> Additionally, limited tracking of returnees limits the understanding of livelihoods outcomes.

- Land tenure security is crucial to address, given the destructive nature of increased insecurity, related urbanization push factors, and the importance of land to address food security and nutritional needs.
- Inclusive urban development should promote economic inclusion of displaced populations in urban centres and their peripheries, and especially in relation to women and youth where the unemployment rate is 67 and 74 percent respectively.

## **SOUTH SUDAN**

The Republic of South Sudan faces major challenges and risks, including conflict, a weak economy, extremely poor basic services, and fragile infrastructure. The Revitalized Agreement on the Resolution of the Conflict in South Sudan (R-ARCISS), signed by the government and key opposition groups on September 12, 2018 provides an opportunity for cautious optimism around building durable peace in the country. However, there is little current capacity to support livelihoods activities, which, outside of oil production (exports of which account for 60 percent of GDP) are centred around low productive, unpaid agriculture and livestock work.

South Sudan maintains an open-door policy for refugees. As of January 31, 2019, there were 295,005 persons of concern to UNHCR in the country, hailing mainly from Sudan, and also DRC, Ethiopia, CAR and others. Additionally, roughly 2 million IDPs have been forced to flee their homes, including nearly 200,000 in Protection of Civilian sites. The country has immense development needs and a majority of refugees are currently hosted in remote, underdeveloped areas. With an ever-widening gap between funding and needs, the precarious socio-economic situation of refugee-hosting communities, which must share scarce resources, has a direct negative impact on the capacity of refugees to make progress towards self-reliance. Thus, despite a progressive legal framework that provides several rights to refugees, the lack of resources and economic opportunities, together with security concerns, results in refugees in South Sudan facing serious constraints in pursuing sustainable livelihoods and ultimately self-reliance.

One of these constraints is inter-communal conflict that has fed into localised insecurity in refugee hosting areas, which include lingering tensions between encamped refugees and

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<sup>13</sup> DRC, NRC, and ReDSS. "Somalia March 2017 Local Integration Focus: Bay Region Durable Solutions Framework." DRC, NRC, ReDSS, 2017.



host communities. The insecurity has negatively impacted refugees' access to key natural resources such as land for cultivation, as well as access to markets to undertake economic activities, which not only contributes to self-reliance but also local economic development. Security concerns and the need to ensure rule of law and access to justice affects not only refugees and hosts, but also private sector actors that would otherwise invest in the country.

### **Issues raised during consultations**

- Refugees would benefit from the issuance of identity cards and proper documentation to enable them legal access to basic rights, employment, and business opportunities.
- Supporting self-reliance will also include introducing alternative energy sources to diminish reliance on firewood, and promoting livelihoods for refugees and host communities by moving from relief assistance towards resilience building and development interventions.
- Providing access to financial services and especially microloans is important, as is exploring opportunities for agricultural activities at a household level, together with the introduction of technologies to engage in inclusive agricultural value chain investment.
- Inclusive interventions are of paramount importance, due to tensions between host communities and refugees.

### **SUDAN**

The Republic of Sudan is burdened by two decades of economic sanctions and hardship, epitomised by high levels of unemployment, insufficient social amenities, and heightened poverty levels coupled with recent high-level inflation that constantly increases the cost of living. The secession of South Sudan in 2011 induced multiple economic shocks. The most important and immediate was the loss of the oil revenue that accounted for over half of Sudan's government revenue and 95 percent of its exports. This has left large challenges, as well as much reduced economic growth, and resulted in double-digit consumer price inflation, which, together with increased fuel prices, triggered violent protests in September 2013.

Sudan has hosted refugees from neighbouring countries for over fifty years and continues to provide asylum to refugees from Eritrea, Syria, Yemen, Chad, and other countries. UNHCR counts roughly 1,090,000 persons of concern (as of January 31, 2019), as well as approximately 2 million IDPs. The war that erupted in South Sudan in 2013 resulted in over



400,000 refugees fleeing to Sudan, many of them women and children in dire need of humanitarian assistance. While a large proportion of refugees continue to reside in camps throughout the country, and despite Sudan's policy of encampment, there has been a gradual but significant increase in the number of refugees moving to urban areas seeking reunification with family members and better economic opportunities. Refugees benefit from the government's extension of certain freedoms, including the freedom to work, and from the generous support given by local host communities despite being under immense pressure to share already scarce resources.

### **Implementation arrangements**

The nation's ability to improve self-reliance prospects is hindered by political instability, a lack of financial resources, limited capacity, and priorities related to security and economic stability. Nonetheless, the government has taken a number of steps to promote self-reliance, including – importantly- plans to include refugees in the forthcoming National Development Plan. Nonetheless, a lack of development support hinders the promotion of self-reliance, and increased international support is much needed to enhance existing administrative infrastructures and social amenities in areas hosting South Sudanese refugees in the White Nile State and Darfur regions.

### **Issues raised during consultations**

- The level of economic development in Sudan is a key reason underlying host and refugee community challenges in gaining formal employment.
- Given weak economic development, it is important in the short and medium terms to invest in opportunities in the informal sector, including self-employment activities, together with enhanced protection activities oriented towards this sector.
- Investments in the agriculture and livestock sectors are essential to Sudan's economic diversification and could contribute to medium-term macroeconomic stability, while also improving refugee's livelihoods and self-reliance.
- Improving the enabling environment for refugee's economic inclusion would be highly beneficial, especially in terms of access to financial services, improving access to and security of land holdings, recalibrating restrictions on travel that currently feed into human trafficking, and liberalizing work permit policies on a pilot project basis for individual states and Khartoum.

## UGANDA

Following the end of the armed conflict in 1986, the National Resistance Movement (NRM) led by President Yoweri Museveni introduced a number of structural reforms and investments, most of which led to a sustained period of high growth and poverty reduction between 1987 and 2010. The public-sector reforms of the past two decades have resulted in the creation of a robust formal governance system and have helped improve public sector management and institutional quality. Policy and legal frameworks continue to improve, notably through the Public Financial Management Act (2015).

Uganda has long provided asylum to refugees, and has some of the most progressive refugee hosting laws in the world. The country practices a settlement approach to refugee management, where the majority of refugees live in rural settlements along with Ugandan nationals. Since July 2016, however, Uganda's refugee policies have been tested by a large influx of asylum seekers, tripling the refugee population to 1.2million refugees. Uganda is now the largest refugee host in Africa, and third largest in the world. The influx of refugees has strained national assistance-delivery capacities, and strained host community relations. As an immediate response and further to Uganda's NAP commitments, Uganda hosted with the support of the United Nations, a Solidarity Summit in June 2017 which raised roughly USD 357 million to meet the humanitarian imperative of providing life-saving assistance. Much more is needed to effectively support refugees and the communities hosting them. Indeed, the influx had a deleterious effect on ReHoPE commitments, as much energy and funding was reoriented towards emergency response programming. Currently, maintaining asylum space and Uganda's settlement approach are the main priorities given the influx of refugees into the country.

### NAP commitments

Commitment	Status
Pledges to continue its settlement approach and keep the asylum space open with a full range of socio-economic rights including providing access to education and legal employment for some 120,000 newly arrived refugees in 2016.	Progress being made <ul style="list-style-type: none"> <li>• CRRF roadmap (under review)</li> <li>• CRRF Response Plans</li> </ul>

Pledges to use the USD 50 million World Bank loan to sustain and expand work on the Refugee and Host Population Empowerment framework, which aims to improve income and productivity for host communities and refugees.	Progress being made, DRDIP implemented with an additional USD 150 million <ul style="list-style-type: none"> <li>• ReHoPE supporting NDP II and Settlement Transformative Agenda</li> </ul>
Explore alternative legal status for refugees who have been long-term residents in Uganda.	Not yet achieved
Host the upcoming refugee summit in 2017 as part of the activities towards implementation of the CRRF.	Achieved

### Implementation arrangements

The CRRF has created momentum for renewed, whole-of-Government ownership. The Government continues to assume pro-active leadership of the process and very good progress has been made in creating the enabling structures to support the commitments as well as rolling out key response sector plans. These are essential for ensuring sustainability of the model (Comprehensive Response Plans in Education and Health were adopted in September 2018 and January 2019 respectively, and Water & Environment and Jobs & Livelihood Plans are to be adopted in the 2<sup>nd</sup> or 3<sup>rd</sup> quarter of 2019). The CRRF in Uganda gave renewed and more prominent visibility to host communities, and by doing so, it helped to shift focus from settlement areas only, to areas that host them.

Nonetheless, various challenges remain for Uganda to realize its NAP commitments within the context of having received the large influx. For example, challenges remain to optimize coordination at national and district levels within the existing legal frameworks to deliver services in the emergency context. These coordination practices were reviewed closely and recommendations were adopted by the CRRF Steering Group. The Ministry of Local Government now co-chairs this high level coordination platform as well as the coordination platform under the more operational Refugee Coordination Model with the Office of the Prime Minister. Recommendations are under current implementation.

### Issues raised during consultations

- Constraints that refugees face include: lack of understanding of refugees' rights to work, lack of awareness on legislation, language barriers, unemployment in the country, and limited access to credit and formal sector employment.
- Community structures should be developed to address existing and potential conflicts over resources (especially agriculture-related resources) between refugees and host



communities, but also within refugee or host communities per se, to ensure ongoing peaceful co-existence.

- The government led sector response plans, such as the Education Response Plan, Integrated Health Sector Refugee Response Plan and Jobs and Livelihoods Plan for refugees and host communities must be supported by the international community.
- Deeper engagement with the private sector is welcome. In line with the CRRF approach, private companies and businesses should continue to be engaged in the process.
- Explore how to leverage developments across various sector plans in Uganda and explore ways of regional harmonisation (skills certification, teachers' certification, trade barriers).



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## **PART III**

### **Working Group Summaries**

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## Working Group 1: Policy and legislative frameworks for livelihoods and self-reliance

### Core issues

The effectiveness of livelihood and development interventions depends on policies at both national and local levels. Where policies and programmes promote refugees' inclusion and self-reliance, the short-term costs can be compensated by refugees' longer-term economic and social contributions.<sup>14</sup> Refugees that have access to jobs and livelihood opportunities, can start-up businesses, and exercise freedom of movement, are far more likely to contribute to local communities and economies. Refugees will be less of a drain on social safety nets, will contribute to the vitality of markets, contribute to host nation economies, pay taxes, and improve stability. Access to economic opportunities will also mitigate against the potential for creating disaffected youth and adults. Finally, economic inclusion incubates economic recovery in countries of origin when refugees return home.

Economic inclusion is equally supported (or restricted) by wider rules, regulations, and services. Access to jobs and livelihoods requires regulations pertaining to the right to work, freedom of movement, access to financial services, access to legal recourse and justice, access to land, ownership, and access to social protection services, and also very practical things like the ability to drive vehicles. Additionally, access to public goods afforded by laws is mitigated by a range of institutions, formal and informal policies and processes, norms and standards, and informal rules. Further, access to a range of support services to enhance household livelihoods capitals improves economic inclusion. Such services include business facilitation, finance, training, education, and job placement.

### Key rights and services

The ability **to register a business** is important to provide stability and security to entrepreneurial refugees. Additionally, registered businesses help to bring new goods and services to communities and contribute to tax revenues.

Access **to financial services** is key in developing household resilience through savings, particularly when accompanied by support to increase financial literacy. Access to credit is essential to business development. Current evidence suggests that special products adapted

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<sup>14</sup> IRC, Centre for Global Development. "Refugee Compacts: Addressing the Crisis of Protracted Displacement. Final Report of the Forced Displacement and Development Study Group": IRC, 2017.

for refugees are not necessary, and that it is preferable to provide access to mainstream products.<sup>15</sup>

**Freedom of movement** provides the ability to pursue business opportunities, can reduce the costs of goods and services, and reduce protection risks.

**Access to land** is also of importance in many areas to promote self-reliance and reduce the burden on governments, and development and humanitarian partners. Access to land is key to food security and promotes livelihoods opportunities. However, tensions between host and refugee communities often coalesce around land and natural resource use and therefore thorough, holistic, and participatory planning is essential to promote sustainable interventions.

**Access to education** and TVET is a key component of up-skilling refugees and must be undertaken in line with market demands.

**Documentation**, including identification, birth certificates, and permits, is a basic and primary concern to refugees. Refugees rely on documentation to claim their rights and to realize a range of protection outcomes.

Alongside these enablers, there are various services that both host communities and refugees can benefit from, including domestic supports, business facilitation, finance, training, job placement, and information communication and technology (ICT) services.

## Key Challenges

- Legislation on inclusion can be politically challenging, given concerns over increased competition for employment and resources, the over-burdening of social systems, and permanency of presence. However, there is increasing evidence demonstrating that these risks can be mitigated and that the presence of refugees can actually stimulate the local economy; generating opportunities for all.
- Refugee inclusion can result in increased protection issues, which may need increased attention from the host government and its partners.
- Capacity and resource constraints of key institutions.
- The provision of access to legal work is often performed through work permits, however, these come with a host of limiting factors such as elevated costs, lengthy procedures, centralized processing centres that are difficult to access, lack of information about the process, and fears associated with interacting with

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<sup>15</sup>Micol Pistelli & Philippe Guichandut, Getting It Right: Providing Financial Services to Refugees, October 2018.  
[http://findevgateway.org/blog/2018/oct/getting-it-right-providing-financial-services-refugees?fbclid=IwAR1\\_GH6yxUdMSS2WV8S1ypmLGzQknqAedyqIJNxrktBl-qos3v\\_Z0GtDSVw](http://findevgateway.org/blog/2018/oct/getting-it-right-providing-financial-services-refugees?fbclid=IwAR1_GH6yxUdMSS2WV8S1ypmLGzQknqAedyqIJNxrktBl-qos3v_Z0GtDSVw)



governmental authorities. In order to streamline access to legal work, work permits should be replaced by refugee documentation.

- Absence of clear evidence base including sectoral assessments to guide policy making.
- Implementation practices of key regulatory provisions can vary widely (e.g. ability to get movement/work permits).

### **Options for action**

- Promoting basic rights and adopting legislation in support of inclusion.
- Strengthening institutions to facilitate access to jobs and livelihoods.
- Raising awareness about refugees' right to work and other associated rights with authorities, institutions, and the private sector through information campaigns.
- Providing documentation through quick, efficient, and free processes.
- Opening up financial services to refugees, especially micro business loans.
- Fostering the inclusion of refugees in national education/TVET systems.
- Providing opportunities for business start-up or incubator services for host communities and refugees.
- Explore ways to align work permit processes with refugee documentation.
- Providing secure access to land.

### **Discussion questions**

- What are the opportunities for expanding refugees' access to jobs and livelihoods within IGAD Member States? What are the major constraints faced in doing this and how can they be addressed?
- What measures are necessary to mitigate against possible negative reactions of host communities when refugee rights are expanded?
- How will expanding refugees' rights be perceived, and how can negative perceptions of host communities be mitigated?
- What is the current evidence of the impact of refugees on the local economy and security? How can this evidence be further built?
- What new commitment to policy and legislative change can be made to help improve the economic contribution that refugees can make in their host communities?

## Working Group 2: The role of private sector and civil society

### Core issues

There is a recognition that the private sector is a crucial element of development, but often, governments, humanitarian agencies, and NGOs are not quite sure of the best way to engage with it. It is important to unpack the “private sector” and determine what are the opportunities that can be generated in terms of:

1. Delivering goods and services at competitive market rates;
2. Creation of jobs and wage-employment, and benefiting from the skills that different populations can bring, and;
3. Promoting small scale business start-ups and growth of existing (refugee owned) enterprises.

There is a perception gap between what the private sector thinks of refugees and the reality. Common assumptions may be that refugees stay for a short time, receive handouts, and then return home. Additionally, private sector actors may be unfamiliar with refugee-specific legal frameworks. Given the gaps in perception and understanding, it may be necessary to strengthen communication and dialogue. The first step is to raise awareness and provide key information: based on evidence and demonstrating the potential of the market, as the study such as *Kakuma as a Marketplace* does. Minimizing risk and attracting investors can be accomplished in various ways such as through tax waivers, and catalytic funding through challenge grants. Once there is interest, additional granular data may be collected such as gender assessments, fragility assessments, environment assessments, social assessments, and sector-specific data. Other larger inputs may be required such as hard and soft infrastructure such as roads, access to energy, connectivity, and housing for employees in order to stimulate investment.

Engaging the private sector, however, may also mean altering the way current goods and services are provided. Currently, the delivery of goods and services by humanitarian agencies may limit the market available for private sector entities to work with, while distribution models may limit competition. Moving forward, it is important for humanitarian agencies to work more closely with the private sector in order to develop market-based delivery models that render goods and services effectively and efficiently. Additionally, civil society organizations that are often tasked with providing TVET services should also increasingly interact with the private sector to strengthen the demand-driven supply of skills development.

## Informal sector

Host governments, together with development partners, are taking significant steps towards facilitating economic inclusion in terms of formal wage-employment. However, due to a number of reasons including policy and legislative limitations, high unemployment, slow growth rates, a poor foreign investment climate, and economic instability, the number of people able to access employment in the formal economy remains limited. Additionally, where the informal sector dominates, businesses may be unwilling to engage in formal processes to hire refugees due to additional costs and scrutiny. As it is likely that this situation will endure through the medium term, it is important to develop appropriate protection mechanisms and alternative livelihoods possibilities.

Many refugees and host communities will find work in the informal sector, which can render them vulnerable to exploitation, abuse, hazardous workplaces, and situations of forced labour, bonded labour, and child labour. It is important that protection mechanisms are in place to prevent abuse and exploitation, and address problems swiftly and effectively when they do occur. Additionally, self-employment provides some of the best possibilities for livelihoods in many markets, and should be supported with training and financing opportunities. Finally, global ICT networks and online work allow people to access markets across the globe. Opportunities in this sector should be increasingly explored due to the remunerative and protection benefits.

## **Key challenges**

- Lack of investment in key infrastructure and enabling environment, which results in an uncondusive business environment that limits private sector engagement, and leaves economies disconnected and underdeveloped with limited prospects for growth.
- Perceived high investment risk for businesses, which can hinder investments in protracted displacement contexts.
- Lack of knowledge and data about refugees and their rights to work, as well as the viability of markets in protracted displacement contexts.
- Lack of opportunities and capacities to up-skill refugees to improve their access to employment opportunities.
- Addressing local' s fears of refugees taking their jobs.
- Ensuring targeting of livelihoods projects matches refugees' capabilities and skills, while ensuring social protections to most vulnerable groups.

- Access to finance and business incubation to promote and sustain self-employment.

### **Options for action**

- Undertaking studies that demonstrate market potential and promote market-based approaches in livelihoods programming.
- Improving information and raising awareness about laws pertaining to refugees and their skills/potential as employees.
- Engaging the private sector as stakeholders and building relationships.
- Incentivizing and creating an enabling environment for the private sector to invest in refugee hosting areas and generate jobs for host communities and refugees alike.
- Promoting market-based interventions for skills development and ensure skills training does not reinforce the mismatch between skills and labour market needs.
- Assessing new approaches to engagement of civil society/NGOs in livelihood development in collaboration with private sector and government actors.

### **Discussion questions**

- What are the success stories in stimulating the economy and private sector engagement in refugee-hosting areas? How can they be replicated elsewhere?
- What are the major constraints faced in promoting private sector development and the development of specific value chains in refugee hosting areas? How can they be addressed and by whom?
- What policy shifts, incentives, or investments are required in order to improve the situation?
- How can technological innovations be designed or brought in to help job creation and financial inclusion?
- How can digital identity support access to basic services, employment services, and financial inclusion?

## Working Group 3: Sustainable return and reintegration

### **Core issues**

For many refugees contemplating voluntary repatriation, security and stability are primary concerns. Strong government leadership is an absolute first requirement and should be accompanied by working well with donors and international organizations to erect or maintain legal and policy frameworks, together with increased institutional capacity to move towards stability and security. Return and reintegration are affected by push and pull factors and work is required in both host and returnee countries to ensure a positive transition.

The repatriation process is often considered the end of the migration cycle. However, it must be acknowledged that repatriation does not necessarily mean going back to the same house, or even place of origin. Refugees are frequently unable to return to the actual house or community they left and for those born in exile 'returning home' can be their first experience in the country. Returnees often face competitive relationships with local residents over resources, services, and educational and employment opportunities. Reintegration is thus a complex process that requires detailed, context-dependent analysis and planning.

Livelihoods interventions need to be integrated into comprehensive approaches to durable solutions and self-reliance and should be part of wider development processes. Due to the complexity of underlying factors that keep populations in protracted displacement, investments in livelihoods and employment opportunities must be linked to other government efforts that aim at the inclusion of displaced populations. This can include issues such as enhancing basic services, providing security of tenure and housing, improving security and protection, enabling mobility and freedom of movement, integrating settlements into existing urban landscapes, enhancing social cohesion among all members of the community (IDPs, refugee returnees, and hosts) and addressing structural exclusion and marginalization to improve displaced populations' access to services, opportunities, and justice, and enabling participation in public affairs.

A lack of data may also adversely affect livelihoods interventions in various countries. Generally, there are major gaps in terms of data and assessments related to displacement-specific vulnerabilities. Much of the available data are not disaggregated per demographic groups, and surveys of IDPs often do not look at the status of the general population besides the host nationals that live in the immediate proximity of IDPs settlements. Additionally, limited tracking of returnees limits the understanding of livelihoods outcomes.

In Somalia, urbanization, land tenure security, and opportunities for gender and youth issues are some of the more pressing issues for displacement-affect communities. Due to the preferences of most IDPs and refugee returnees to remain in urban areas, there is a need for the economic inclusion of displaced populations in urban centres and their peripheries through inclusive urban development. Land tenure security is crucial to address given the destructive nature of increased insecurity, related urbanization push factors, and the importance of land to address food security and nutritional needs. The unemployment rates among women and youth in Somalia are 67 and 74 percent respectively. Addressing the lack of opportunities for these two groups is paramount in promoting security and stability.

### **Key challenges**

- Difficulty of promoting livelihoods in poverty-stricken areas where development challenges persist.
- Possibility of conflict between returnees and other vulnerable groups with host populations.
- Potential mismatch between skills acquired in host countries and their usefulness in the home country.
- Limited opportunities to accumulate assets in the host country in order to improve savings for return and reintegration.
- Limited data and monitoring methodologies related to the success of interventions targeting returnees.
- Uncertainty of education accessibility for youth in home country.
- Ensuring TVET curricula are market-based and accessible.
- Aligning TVET curricula to both host and return countries.
- Lack of framework of mutual recognition of acquired skills between host countries and countries of return.
- Lack of protection of land/tenure rights during displacement period and restitution issues that affect returnees upon return.

### **Options for action**

- Targeted reintegration support.
- Assess engagement opportunities for private sector and civil society to improve targeted reintegration support.
- Identify additional needed supports to sustain livelihoods and self-reliance in areas of return in the context of national development strategies and local development plans.



- Promote and provide for the development of skills that will benefit returnees.
- Promote the accumulation of financial and human capital while in exile that will help returnees reintegrate and invest in their livelihoods at home.
- Ensure recognition of certificates acquired in exile and promote the establishment of partnerships between TVET institutions in both hosting countries and countries of return in order to promote further training.
- Strengthen cross-border analyses or market opportunities including labour market opportunities, and strengthen knowledge base of refugees through refugee-to-refugee knowledge transfer.
- Ensure local communities are also targeted for support.

### **Discussion questions**

- How to strengthen local development plans in return areas to minimize competition over resources?
- How to enhance cohesion and integration and reduce competitive attitudes, while creating vibrant local economies?
- How to capitalize on the experiences of earlier returnees and on the diaspora' s business capacity?
- What are the legal/non-formal administrative barriers to effective socio-economic reintegration?
- How can digital identity support access to basic services, employment services, and financial inclusion?



## Working Group 4: Regional coordination and partnerships

### Core issues

Refugee protection is a transnational concern, incorporating countries of origin, transit, and destination, and the wider international community. Adequately securing protection space for refugees in IGAD countries requires a regional perspective especially as the majority of refugees originate in other IGAD countries. In terms of promoting sustainable livelihoods and self-reliance for refugees, host communities, and returnees, there are a number of regional opportunities that can be pursued.

There are several core-regional issues affecting refugees, such as facilitating voluntary returns, skill and qualification recognition, remittances, cross-border economies, social norms relating to gender and youth, and common market protocols affecting livelihoods and trade. Regional cooperation, for example, is needed to create self-reliance opportunities for Somali refugees and to facilitate their voluntary return. Educational and training opportunities, livelihoods opportunities, and access to rights and services in the host country all contribute to refugee' s decision to return and their ability to achieve self-reliance and peaceful coexistence upon return.

Regional perspectives and approaches are important to other issues as well. Regional strategies and concerns of multinational businesses are best engaged and leveraged from a regional platform that can communicate and facilitate wider opportunities. Approaches to data would also benefit from a regional perspective in terms of generation, standardization, and management. A regional approach to data is a big-picture idea that has application in terms of improved quality, and shared analytical and results frameworks that feedback into strategic and programmatic initiatives. Looking beyond the immediate application of regional data protocols are further opportunities for sharing digitized socio-economic profiles in efforts to immediately incorporate livelihoods efforts into emergency responses. Finally, there are a number of common knowledge gaps in IGAD countries, such as rural-urban migration and management, assistance-generated market distortion, and natural resource management, which may benefit from regional research agendas.

Given the interlinked nature of IGAD Member States, and the opportunities for regional perspectives and approaches to benefit livelihoods and self-reliance, it is recommended to generate a regional strategy focusing on refugees, host communities, and returnees. The goal of the strategy would be to identify and address transnational issues, and support



Member States' national goals. A regional strategy would incorporate situation and market analyses to generate a strategic framework, implementation plan, and monitoring and evaluation frameworks. Establishing common frameworks and sets of processes in key areas will support evidence-based decisions, help depoliticize sensitive negotiations, and build consensus around resources, policy changes, and projects required to achieve impacts.

## Key challenges

- Economies remain insular with nation-based challenges.
- Need to strengthen economic cooperation, free trade, freedom of movement of people and goods within the IGAD region, and include efforts of other regional institutions like the EAC.
- Lack of regional livelihoods and self-reliance policy framework.
- Lack of cross-border evidence and comparable research.
- Policy gaps for skills anticipation and matching for returnees between hosting countries and countries of return.

## Options for action

- Promote inclusive stakeholder engagement including nations, intergovernmental agencies, regional organizations, donors, humanitarian and development actors, and private sector actors.
- Facilitate mutual recognition of certificates, portability of skills, and earned benefits.
- Identify regional coordination and strategic opportunities.
- Set up a private sector forum within IGAD.
- Follow up on burden sharing commitments.
- Establish regional commitments especially around improving enabling environment.
- Identify policy gaps that need to be addressed at a regional level.
- Consider a dedicated IGAD coordination and facilitation mechanism.
- Develop regional resource mobilization, communication, and advocacy strategies.
- Strengthen the IGAD Business Forum and align its objectives to the livelihood and self-reliance commitments of member states.

## Discussion questions

- What are the key regional commitments IGAD should focus on?
- What would be the scope of a dedicated IGAD coordination and facilitation mechanism?



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- What are the key items to be included in a regional livelihoods and self-reliance strategy and framework?
- Should a regular regional consultation platform for livelihoods and self-reliance sector be created in the manner being done for the Djibouti Declaration; including core technical group of partners, experts' meetings, and ministerial meetings?
- What minimum set of rights for refugees should IGAD agree upon?



## Working Group 5: Natural resource management for livelihoods and self-reliance

### Core issues

Agriculture is the economic mainstay of the IGAD region. Livestock and crop production provide the basis for food supplies and export earnings, as well as employment for over 80 percent of the population.<sup>16</sup> Agricultural production, together with associated value chain elaboration, are clearly important areas for livelihoods development. However, competition over natural resources has become one of the main drivers of conflict between host and refugee communities. Increasing instances of protracted displacement have created unsustainable utilization and competition for natural resources such as wood for cooking fires and as a building material, land for pursuing agricultural activities and raising small ruminants, and water for household consumption and agricultural practices.

The potential of agriculture production for improving host and refugee livelihoods through appropriate policies and legal frameworks, strengthened institutional mechanisms, and innovative agricultural practices that are economically, socially, and environmentally sustainable should be a priority area of development for Member States. In some countries, merely granting refugees access to land would usher in a paradigm change in refugee self-reliance. In other countries, larger plots would facilitate production of subsistence-level yields. Additionally, livelihoods opportunities for host and refugee communities open up by moving from plot-level to market-scale interventions. Sustainable jobs and livelihood creation could be pursued through the industrialization of agriculture and with it, the promotion of commercialization of key commodities, financial inclusion, business value chain optimisation, and entrepreneurship and agricultural trade.

In many areas, the use of natural resources is a mainstay of traditional livelihoods activities such as cutting of trees for charcoal and timber, or harvesting grasses to sell for livestock or construction. However, over exploitation of natural resources is destroying environments and severely curtailing livelihoods activities, all while threatening food security. There are, however, promising opportunities in natural resource management and SAFE (Safe Access to cooking Fuel and Energy) strategies. Sustainable livelihoods benefit by the promotion of income-generating activities in both energy and non-energy sectors as an alternative to selling wood-fuel. SAFE activities can have important multiplier effects including small-scale

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<sup>16</sup>IGAD. IGAD State of the Region, 2016. <https://igad.int/documents/7-igad-state-of-the-region-v9/file>



employment generation, livelihood diversification, women and youth empowerment, and contributions to sustaining peace.

Initiatives, however, are led by governments that alone can address access and security policies. Governments should look ahead to incorporate refugee and host community situations in their energy and environment strategies. Forward-looking processes also require expertise in social organization, processing infrastructure, and value-chain elaboration, for example. Collaborations between governments, expert organizations, field-level actors, and communities can be very promising to seize opportunities for a sustainable model of livelihoods for host communities and refugees, who could incorporate new technologies in their livelihoods when they return home.

## Key challenges

The challenges associated with sustainable natural resource management for livelihoods development in protracted displacement contexts are great.

- Competition of scarce resources in terms of cooking fuel and land for agriculture and livestock rearing, which fuels much of the tension between host and refugee communities, and which threatens food security and sustainable livelihoods practices.
- Limited financial resources and expertise required to invest in projects that focus on SAFE strategies, cash cropping, or irrigation schemes.
- Investments in agriculture and transport infrastructure.
- Strengthening institutions to improve seeds systems, harvesting, and post-harvest production.
- Strengthening capacity in agriculture production in refugee hosting areas with extended value chains around transport to access markets, processing, and sales.

## Options for action

- Improve responses to the multi-faceted impacts of long-term forced displacement and the potential for conflicts between host and displaced communities by:
  - strengthening the resilience capacity of affected communities,
  - enhancing the capacity of the government to better manage migration and displacement situations.
- Support the development of basic institutions.
- Strengthen decentralized government institutions and administrative functions.



- Invest in public service delivery and social mobilization to engage beneficiary communities in their local development by promoting community-driven processes.
- Promote existing initiatives to improve natural resource management like host community – refugee farmer cooperatives, and the use of aid-leveraged private sector investment to promote growth in industrial agriculture.

### **Discussion questions**

- How will granting land to refugee affect relations with host communities? What can be done to reduce the risk of conflict, and what steps can government take to reduce friction between host and refugee communities?
- What is needed to include energy and environment strategies in protracted displacement scenarios and in refugee policies?
- What supports are needed to support livestock and cash cropping livelihoods?
- How can addressing environmental issues in refugee hosting areas be strengthened?
- How to engage private sector investment in agriculture-related sustainable livelihoods promotion?