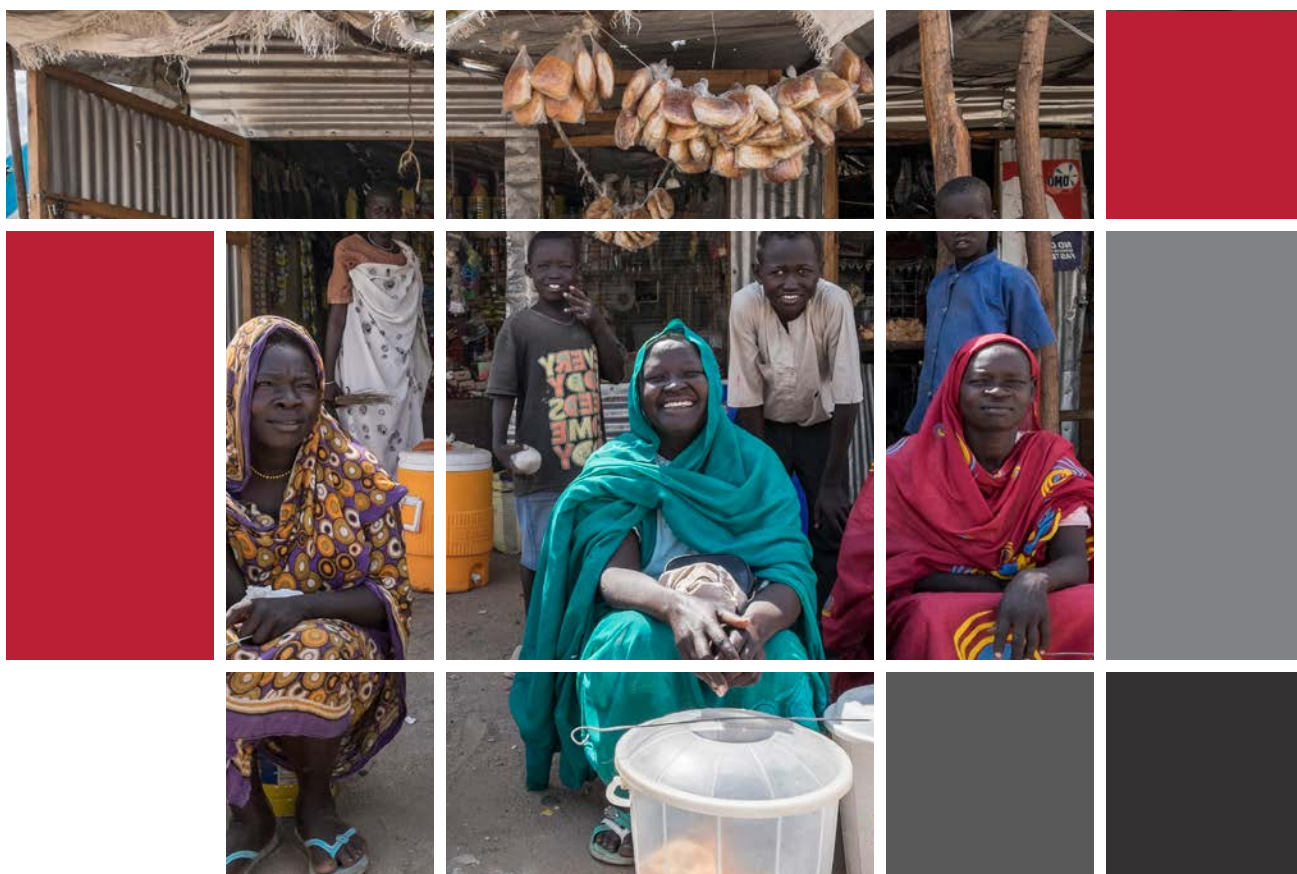




# ADVANCING MULTI-STAKEHOLDER ENGAGEMENT TO SUSTAIN SOLUTIONS



**Learning from the application of the CRRF  
in East Africa to inform a common agenda post GRF**

**DECEMBER 2019**



Women in Baidoa. Credit: DRC

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## ABOUT THE REGIONAL DURABLE SOLUTIONS SECRETARIAT

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

The Regional Durable Solutions Secretariat (ReDSS) was created in 2015 with the aim of maintaining focussed momentum and stakeholder engagement towards durable solutions for displacement affected communities in East Africa and the Horn of Africa. ReDSS comprises 14 NGOs: ACTED, CARE International, Concern Worldwide, DRC, IRC, INTERSOS, Mercy Corps, NRC, OXFAM, RCK, Save the Children, World Vision, LWF and ACF. The DRC, IRC and NRC form the ReDSS steering committee.<sup>1</sup>

ReDSS is not an implementing agency. It is instead a coordination and information hub that acts as a catalyst and agent provocateur to stimulate forward thinking and policy development on durable solutions for displacement. ReDSS seeks to improve joint learning and programming, inform policy processes, enhance capacity development and facilitate coordination.

This research project was undertaken by Irina Mosel, an independent consultant, with support from Catherine Osborn and Aude Galli and Somalia, Ethiopia and Kenya ReDSS country teams. ReDSS would like to thank all its members and partners for their engagement and support with the research.

<sup>1</sup> For more information about ReDSS, see: <http://regionaldss.org>

## GLOSSARY

<b>Area-Based Approach</b>	An approach that defines an area, rather than a sector or target group, as the main entry point. All stakeholders, services and needs are mapped and assessed and relevant actors mobilised and coordinated with. (IRC)
<b>Durable Solutions</b>	A durable solution is achieved when the displaced no longer have any specific assistance and protection needs that are linked to their displacement and can enjoy their human rights without discrimination on account of their displacement. It can be achieved through return, local integration and resettlement. (IASC Framework on Durable Solutions for IDPs)
<b>Host communities</b>	The people living in an area affected by displacement, but who are not themselves refugees, IDPs or returnees.
<b>IASC Framework on Durable Solutions for IDPs</b>	A framework with the purpose of fostering a better understanding of the concept of durable solutions for the internally displaced; providing general guidance on the process and conditions necessary for achieving a durable solution; and assisting in determining to what extent a durable solution has been achieved. (Brookings Institute)
<b>Internally Displaced Persons (IDPs)</b>	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 generalised violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognised State border. (Guiding Principles on Internal Displacement)
<b>Livelihoods</b>	A combination of the resources used and the activities undertaken in order to live. Resources include individual skills (human capital), land (natural capital), savings (financial capital), equipment (physical capital), as well as formal support groups and informal networks (social capital). (DFID)
<b>Local Integration</b>	Local integration as a durable solution combines three dimensions. First, it is a legal process, whereby refugees attain a wider range of rights in the host state. Second, it is an economic (material) process of establishing sustainable livelihoods and a standard of living comparable to the host community. Third, it is a social and cultural (physical) process of adaptation and acceptance that enables the refugees to contribute to the social life of the host country and live without fear of discrimination. (UNHCR)
<b>ReDSS Durable Solutions Framework</b>	A rapid assessment tool to assess to what extent durable solutions have been achieved in a particular context. ReDSS operationalised the IASC Framework for Durable Solutions of IDPs to develop the ReDSS Durable Solutions Framework for displacement affected communities. It comprises the 8 IASC criteria around a) Physical Safety – protection, security and social cohesion, b) Material Safety – adequate standards of living, access to livelihoods, restoration of housing land and property, c) Legal Safety – access to documentation, family reunification, participation in public affairs, and access to effective remedies and justice.

<b>Refugee</b>	A person who “owing to well-founded fear of persecution for reasons of race, religion, nationality, membership of a particular social group or political opinions, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country” (Geneva Convention relating to the Status of Refugees, Art. 1A(2), 1951)
<b>Resilience</b>	Resilience is the ability of countries, communities, and households to manage change, by maintaining or transforming living standards in the face of shocks or stresses – such as earthquakes, drought or violent conflict – without discrimination compromising their longer-term prospects. (DFID)
<b>Reintegration</b>	A process which involves the progressive establishment of conditions which enable returnees and their communities to exercise their social, economic, civil, political and cultural rights, and on that basis to enjoy peaceful, productive and dignified lives. (UNHCR)
<b>(Re)integration</b>	An umbrella term used in this report to encompass the two separate processes of local integration in place of displacement and reintegration in place of origin. (ReDSS)
<b>Resettlement</b>	The transfer of refugees from an asylum country to another State that has agreed to admit them and ultimately grant them permanent settlement. (UNHCR)
<b>Returnee</b>	The act or process of going back to the point of departure. This could be within the territorial boundaries of a country, as in the case of returning internally displaced persons (IDPs) and demobilized combatants; or between a host country (either transit or destination) and a country of origin, as in the case of migrant workers, refugees, asylum-seekers, and qualified nationals. There are subcategories of return which can describe the way the return is implemented, e.g. voluntary, forced, assisted and spontaneous return; as well as sub-categories which describe who is participating in the return, e.g. repatriation (for refugees). (IOM)
<b>Self-Reliance</b>	The social and economic ability of an individual, household or community to meet basic needs (including protection, food, water, shelter, personal safety, health and education) in a sustainable manner and with dignity. (UNHCR).
<b>Social Cohesion</b>	The nature and set of relationships between individuals and groups in a particular environment (horizontal social cohesion) and between those individuals and groups and the institutions that govern them in a particular environment (vertical social cohesion). Strong, positive, integrated relationships and inclusive identities are perceived as indicative of high social cohesion, whereas weak, negative or fragmented relationships and exclusive identities are taken to mean low social cohesion. Social cohesion is therefore a multi-faceted, scalar concept. (World Vision)

## LIST OF ACRONYMS

AECID	Agencia Española de Cooperación Internacional para el Desarrollo
ARRA	Agency of Refugee and Returnee Affairs
AVF	Africa’s Voices Foundation
BORESHA	Building Opportunities for Resilience in the Horn of Africa
BRA	Benadir Regional Administration
BRICS	Building Resilient Communities in Somalia
CAP	Community Action Plan
CIDP	County Integrated Development Plan
CRRF	Comprehensive Refugee Response Framework
CSAP	Common Social Accountability Platform
CSO	Civil Society Organisation
DAC	Displacement Affected Communities
DANWADAAG	‘Common purpose’ - Enhancing Conditions for Durable Solutions for IDPs and Returning Refugees in Somalia
DCA	Danish Church Aid
DFID	Department for International Development (UK)
DRC	Danish Refugee Council
DSI	Durable Solutions Initiative
DSIRS	Durable Solutions for IDPs and Returnees in Somalia
DSP	Durable Solutions Programme
EIDACS	Enhancing Integration of Displacement-affected Communities in Somalia consortium
EU-REINTEG	European Union Re-Integration Programme in Somalia
EUTF	European Union Trust Fund for Africa
GCR	Global Compact on Refugees
GISED	Garissa Integrated Socio-Economic Development Plan
GIZ	Deutsche Gesellschaft fuer Internationale Zusammenarbeit
GRF	Global Refugee Forum
HLP	Housing, Land and Property
IASC	Inter-Agency Standing Committee
ICGLR	International Conference of the Great Lakes Region
ICVA	International Council of Voluntary Agencies
IDA	International Development Assistance
IDPs	Internally Displaced Persons
IFC	International Finance Corporation
IGAD	Intergovernmental Authority on Development

IOM	International Organization for Migration
itdUPM	Development Centre at the Universidad Politecnica of Madrid
IPC	Integrated Food Security Phase Classification
JSC	Jubaland Solutions Consortium
KISED	Kalobeyi Integrated Socio-Economic Development Plan
KII	Key Informant Interview
LORI	Local (Re)Integration Index
MDI	Multi-Dimensional Integration Index
NCRRS	National Comprehensive Refugee Response Strategy
NRC	Norwegian Refugee Council
NGO	Non-Governmental Organisation
PRIME	Pastoralist Areas Resilience Improvement through Market Expansion
ReDSS	Regional Durable Solutions Secretariat
SHARPE	Strengthening Host and Refugee Populations
SDSC	Somaliland Durable Solutions Consortium
SMEs	Small- and Medium-sized Enterprises
UN	United Nations
UN-Habitat	United Nations Human Settlement Programme
UNHCR	Office of United Nations High Commissioner for Refugees
UNRCO	United Nations Resident Coordinators Office
SDGs	Sustainable Development Goals
TVET	Technical and Vocational Education and Training
WASH	Water, Sanitation and Hygiene



Market place in Mogadishu. Credit: UN, S Price

## EXECUTIVE SUMMARY

Since 2016, the response to refugees has gradually shifted in many countries in the East Africa region. This briefing paper aims to document learning around the Comprehensive Refugee Response Framework (CRRF) application in Ethiopia, Kenya and Somalia and at the regional level with the role of the Intergovernmental Authority on Development (IGAD) through a thematic approach. It highlights learning from new ways of working as well as opportunities that the application of the CRRF has enabled in three key areas: (1) return and (re)integration; (2) area-based and locally-led approaches; and (3) regional and national level engagement around the CRRF process. Crosscutting issues such as multi-stakeholder approaches, accountability and adaptability are brought out across all themes. The paper also addresses gaps and opportunities with recommendations for further development that can be used for planning and policy dialogue beyond this year's first Global Refugee Forum (GRF) to support a common agenda around durable solutions programming in the East Africa region.

### Key recommendations to inform future planning and policy dialogue beyond this year's first GRF

#### Return and (re)integration

1. **Create space for key stakeholders to come together to discuss and work on common standards to measure and monitor progress towards sustainable (re)integration.** This should be done not only at the programmatic level but also across regional/national levels and linked to wider discussions around the poverty agenda, including by linking to the Sustainable Development Goals (SDGs).
2. **Advocate for and ensure common understanding of benefits of cross-border programming,** drawing on good practice examples from other countries and programmes, such as the Building Opportunities for Resilience in the Horn of Africa (BORESHA) programme. IGAD could also play a key role in enhancing understanding and awareness of the benefits of cross-border programming.
3. **Support awareness and understanding on people's (re)integration and movement patterns, including urban-rural linkages** and how these can be supported by flexible (re)integration programming. Increased coordination between durable solutions and resilience actors will be crucial in this regard.
4. **Balance investments and engagements carefully** between local/municipal and federal level, both in terms of programming, secondments/capacity injections and policy/legislation support. Invest in institutional capacity development, not only individuals.
5. Even though there is now more focus on sustainable (re)integration, this should not detract from the **continued importance of the quality of the asylum space**, and the importance of the informed and voluntariness of the return and repatriation process, which together with adequate preparedness and increased cross-border coordination is crucial for a sustainable returns and reintegration process.

1. **Understand the planning and interventions that already exist within the same area, to identify the gaps that can be filled and the opportunities that can be capitalised on.** One programme does not have to address all the needs and vulnerabilities within its area of implementation but area-based approach is dependent upon ensuring complementarity and coordination with other actors and programmes operating within the defined geographical area. It is also essential to link programming to district development plans.
2. **Urgently ensure more consistent engagement with and integration of displaced people and communities** into all stages of programming cycle – from design, to implementation to monitoring and evaluation and programme revisions. Develop more sophisticated mechanisms for allowing marginalised and minority voices to be heard, building on learning from innovative approaches such as the Common Social Accountability Platform (CSAP) in Somalia.
3. **Invest in longer term, sustainable and locally appropriate capacity building,** going beyond secondments to support longer-term institution building and accompaniment. Ensure complementarity of capacity building efforts, with better appreciation of already existing capacity and learning opportunities for humanitarian and development actors.
4. **Build spaces for dialogue and common understanding with private sector actors around durable solutions.** Start bringing private sector actors into discussions around durable solutions, together with government and other partners to talk about mutual interests, risks and sustainability. Develop different engagement strategies for different private sector actors, led by development and private sector partners.
5. **Invest in capacities of humanitarian actors to be able to navigate a development and political environment,** and while working alongside authorities, development and peace building actors, maintain a principled humanitarian response.
6. **Humanitarian and development actors should coordinate more around policy asks to governments on the durable solutions agenda,** to ensure coherent and consistent engagement, while putting the nexus in practice. New development financing, such as the World Bank’s new IDA 19 window, could be used to leverage such changes.

1. **Continue support to IGAD to carry out stocktaking and follow up to regional commitments.** Sustain advocacy with national governments to align commitments to regional policy processes and pursue translation of commitments into national legislation/commence implementation.
2. **Better align and indicate durable solutions programming contribution to the SDGs,** allowing for more collaboration with development actors under an overall poverty agenda.
3. **In countries where there are political or institutional blockages to CRRF implementation, focus on local level piloting of what works and documenting learning and impact.** Focus on incremental changes in some areas such as socio-economic (re)integration while continuing to advocate for better understanding of all dimensions of (re)integration, including the social/psychological and social cohesion elements.
4. **All stakeholders must work together to rethink the displacement financing architecture** to support both early and long-term durable solutions processes benefiting both displaced and host communities.



Women fetching water in Dollow. Credit: DRC

## INTRODUCTION

Since 2016, the response to refugees has gradually shifted in many countries in the East Africa region. This briefing paper aims to document learning around the Comprehensive Refugee Response Framework (CRRF) application in Ethiopia, Kenya and Somalia and at the regional level with the role of the Intergovernmental Authority on Development (IGAD) through a thematic approach. It highlights learning from new ways of working as well as opportunities that the application of the CRRF has enabled in three key areas: (1) return and (re) integration; (2) area-based and locally-led approaches; and (3) regional and national level engagement around the CRRF process. Crosscutting issues such as multi-stakeholder approaches, accountability and adaptability are brought out across all themes. The paper also addresses gaps and opportunities with recommendations for further development that can be used for planning and policy dialogue beyond this year's first Global Refugee Forum (GRF) to support a common agenda around durable solutions programming in the East Africa region.

## METHODOLOGY

Methods consisted of a mixture of document review and qualitative research through key informant interviews (KIIs). The consultant reviewed available documentation from ReDSS members and partners, as well as relevant research reports from other institutions. KIIs were held with 25 people including ReDSS country teams, members and partners in different field locations in Kenya, Ethiopia and Somalia, officials of national governments and local authorities, local and community-based organisations, United Nations agencies, non-governmental organisations (NGOs), donors and other stakeholders. The focus of this paper is on the three countries where ReDSS has a presence on the ground – Kenya, Ethiopia and Somalia – as well as regional processes under IGAD. The consultant also attended a number of preparatory meetings for the GRF to gain a better understanding of ongoing discussions and opportunities to highlight.

## BACKGROUND TO THE GCR AND GRF

The affirmation of the Global Compact on Refugees (GCR) by the United Nations (UN) General Assembly in December 2018 represents a key opportunity to transform the way in which the international community responds to refugee situations. It sets out to: (1) ease the pressure on host countries; (2) enhance refugee self-reliance; (3) expand access to third country solutions; and (4) support conditions in countries of origin for return in safety and dignity. The GCR provides a global framework for more equitable and predictable responsibility sharing, in recognition that solutions to refugee situations require international cooperation. The CRRF is incorporated into the GCR and has so far been rolled out in 15 countries in Africa, Asia and South America. A number of challenges with the GCR and the CRRF have been pointed out, in particular around unrealistic assumptions underpinning increased global responsibility sharing and financial commitments – as well as limited engagement from a number of key actors – in particular communities, local authorities and the private sector.<sup>2</sup> The first GRF, to be held in December 2019, provides a critical opportunity to build further momentum towards the objectives of the GCR and take stock of achievements and gaps to date and to share good practice and innovative learning from country specific and regional situations.

## OVERVIEW OF CRRF PROCESSES AND APPLICATION IN THE EAST AFRICA REGION

### Ethiopia

The Government of Ethiopia announced Nine Pledges at the UN Leaders' Summit on Refugees in New York in September 2016, signalling a clear commitment towards significant reforms in its refugee policy. The pledges are organised into six thematic areas: Out of Camp, Education, Work and Livelihoods, Documentation, Other Social and Basic Services and Local Integration. In 2017 it launched a Roadmap for the implementation of the pledges – aligned to the IGAD [Nairobi Declaration](#) and its [Action Plan](#) – outlining key bureaucratic structures needed for CRRF implementation as well as joint responsibility for implementation between the Agency of Refugee and Returnee Affairs (ARRA) and the Ministry of Finance. A 10-year National Comprehensive Refugee Response Strategy (NCRRS) was drafted, which is a key reference for the roll out of the CRRF and now GCR, though it is yet to be formally adopted. In February 2019, a new Refugee Proclamation was adopted, which commits to significant changes in refugee policy, in particular opening up the possibility of socio-economic integration of refugees. While the Refugee Proclamation is the legal basis for the implementation of regional

and global commitments, secondary legislation and/or regulatory directives have yet to be enacted to provide further clarification. CRRF coordination structures have been established, and a number of pre-GRF multi-stakeholder consultations have been held. However, the roll-out of 'whole of government' approaches has been slower at the national level, with most progress seen at regional levels, in particular the Somali Regional State, which has active CRRF coordination structures at both regional, *woreda*, and city administrative levels.

### Kenya

Kenya pledged to undertake several self-reliance and inclusion measures for refugees at the UN Leaders' Summit, including support for the development of Kalobeyei settlement and facilitation of refugees and other non-citizens to basic education and training facilities. Kenya also committed to a number of regional agreements under the auspices of IGAD yet national level implementation has been lacking. Kenya currently lags behind other IGAD states in terms of the establishment of the necessary architecture to implement the commitments under the GCR/CRRF. While a CRRF roadmap was drafted in 2017, it was never published. The most significant development has been in the education sector with the Ministry of Education developing a new National Refugee Education Inclusion Policy aligned to commitments made under the [Djibouti Declaration on refugee education](#). However, the policy has not yet been formally adopted. Most progress on the CRRF in Kenya is seen at the county level, with refugees now included in County Integrated Development Plans (CIDPs) in both Kakuma and Garissa. There are also promising developments that aim to replicate Kalobeyei settlements' pilot approach to promoting inclusive service delivery and self-reliance for refugees and hosts in other counties.<sup>3</sup>

### Somalia

Somalia has taken a number of important steps to ensure that refugees, returnees, Internally Displaced Persons (IDPs) and vulnerable host communities are incorporated in the National Development Plan 9 (2020 – 2024) under a broader durable solutions agenda and developed significant coordination architecture at all levels of government. Somalia has also adopted an impressive array of new policies, including a new Social Protection Policy, the National Policy on Refugee-returnees and IDPs, the Interim Protocol on Distribution of Land to IDPs, and a National Evictions Guidelines - to name a few – and has recently ratified the [Kampala Convention](#). Somalia has a lot of positive practice to showcase in terms of area-based solutions to ensuring integrated and comprehensive programming for host and displaced populations and the engagement of displacement affected communities in the development of priorities through community action plans that are developed under the leadership of the local authorities. It is also applying a whole of government approach to address the issues facing displacement-affected communities through the newly formed Durable Solutions Secretariat at the national level as well as similar structures at the state and municipal levels. Although there are strong advances on building the architecture and cross-government approaches to sustain durable solutions, there remain questions around division of responsibilities and coordination between the different emerging structures in Somalia.

### IGAD and regional approach

IGAD Heads of State agreed the [Nairobi Declaration](#) and the accompanying [Action Plan](#) at a Special Summit on Durable Solutions for Somali Refugees and Reintegration of Returnees in Somalia in March 2017. They set out a comprehensive regional approach and commitments at four levels: (1) accelerating solutions in Somalia by creating an environment conducive for voluntary and sustainable return of refugees; (2) delivering durable solutions, whilst maintaining the protection space and promoting the self-reliance and inclusion of refugees in countries of asylum; (3) strengthening sub-regional cooperation; and (4) increasing international responsibility sharing. The framework was seen as a regional approach to the CRRF for the Somali situation and was expanded overtime to encapsulate CRRF approaches broader than the Somali situation by a number of Member States including Uganda, Djibouti and Kenya. In October 2017 a [Road Map for Implementation of the Nairobi Declaration and Plan of Action](#) was validated which focused on a timetable for the development and finalisation of National Action Plans and regional frameworks. Instead of the initially planned Regional Results Framework which was supposed to be the mechanism for tracking progress, IGAD has instead relied on annual stocktaking meetings to achieve this. A first Inter-Ministerial Committee and Technical Experts Meeting was held in March 2018, and a meeting was held in September 2019.

<sup>2</sup> Crawford and O'Callaghan (2019) The Comprehensive Refugee Response Framework: responsibility sharing and self-reliance in East Africa. See <https://www.odi.org/sites/odi.org.uk/files/resource-documents/12935.pdf>; Thomas (2017) Turning the Comprehensive Refugee Response Framework into reality. See: [www.fmreview.org/latinamerica-caribbean/thomas](http://www.fmreview.org/latinamerica-caribbean/thomas); ICVA (2018) NGO statement on the CRRF. [www.icvnetwork.org/resources/unhcr-73rd-standing-committee-meetingngo-statement-crrf](http://www.icvnetwork.org/resources/unhcr-73rd-standing-committee-meetingngo-statement-crrf)

<sup>3</sup> For more information on Kalobeyei and Kalobeyei Integrated Socio-Economic Development Plan (KISEDPP) see <https://www.unhcr.org/ke/wp-content/uploads/sites/2/2018/12/KISEDPP.pdf>

# LEARNING AND RECOMMENDATIONS TO INFORM A COMMON AGENDA POST GRF AROUND DURABLE SOLUTIONS PROGRAMMING IN THE EAST AFRICA REGION

This report focuses on three key thematic areas to showcase good practice examples and progress, gaps and opportunities, as well as specific recommendations on how to move forward with the CRRF application in the region.<sup>4</sup>

## 1. RETURN AND (RE)INTEGRATION

### *Learning and evidence of good practice*

#### **Gradual shift of focus from return to sustainable (re)integration/durable solutions in host countries in the region**

A shift away from a predominant focus on returns movements towards finding more durable solutions for hosting refugees and IDPs can be observed across the region. While this partly reflects global policy shifts and commitments agreed through the GCR and other regional commitments, it is also the result of sustained efforts to build a common understanding by different actors working on protracted displacement in the region (see Box below). This shift can be increasingly seen in a number of areas, in particular in:

- I new ways of working
- II new partners and organisations to work with and
- III a change in the kind of language used for programming

Even though there is now more focus on sustainable (re)integration, this should not detract from the continued importance of the quality of the asylum space, including the principle of non-refoulement and the importance of the informed and voluntariness of the return and repatriation process, which together with adequate preparedness and increased cross-border coordination is crucial for a sustainable returns and reintegration process. In the spirit of true international responsibility and burden-sharing, resettlement also needs to remain a priority of the international community.

#### **ReDSS approach to engaging with stakeholders to shift emphasis from returns to sustainable reintegration programming**

**Providing the space and platform for learning and reflection:** Through ReDSS+ structure (not only ReDSS members but all interested NGOs) in Kenya and Somalia, ReDSS convened a number of cross border meetings to reflect on key lessons learnt from the 2016/2017 returns process in order to inform returns to Somalia, in the context of the governments' announced intention to close Dadaab. In 2016/2017 ReDSS had also conducted [a solutions analyses](#) based on the ReDSS framework to inform reintegration programming for Somali refugees, followed by a review in 2018/2019. Though a participatory research process and consensus building approach a wide range of different actors and governments were involved in the analyses and agreed on the gaps and priorities for programming.

**Creation of alliances and partnerships for programming and policy influence:** ReDSS worked in partnership with donor groups in Kenya and Somalia, the UNHCR Special Envoy for Refugees in Africa, UNHCR more broadly, the World Bank and other interested agencies and coordination fora (including the cross border working group, country of origin working groups in Kenya etc.). The objective was to create a partnership base to support gathering of relevant evidence and joint analyses, informed by the [solutions analyses](#) already conducted by ReDSS and partners.

**Use of emerging evidence to challenge the status quo:** Based on evidence gathered from operational actors and studies, ReDSS and partners developed common messaging based on the joint analyses. The ensuing



Boy overlooking settlement in Somalia. Credit Marco Gualazzini

<sup>4</sup> Durable Solutions are processes to support (re)integration. Return itself is not an event or a solution, but sustainable (re)integration is.



brief as well as other evidence has been used to inform ongoing discussions among donors, discussions on unpacking Dadaab led by UNHCR and Garissa county, and operational actors in Kenya and Somalia. It has also been used to inform ongoing discussions to adapt programming and to support the government of Somalia to increase returnee absorption capacity and preparedness particularly in urban areas.

**ReDSS core programming principles:** The ReDSS core programming principles (discussed below) were a key building block to shape and agree on a common understanding of how (re)integration programming should work.

**Capacity development for policy makers and practitioners:** Both on the Kenya and Somalia side was conducted to support programmatic learning and adaptation based on evidence as well as for policy dialogue on return and reintegration.

There is now a recognition that (re)integration is a **longer term process that requires collaboration from many different actors** from humanitarian, development, political and private sector spheres to work collectively and in support of area-based development that includes returning refugees, IDPs and hosts. Learning from the region also highlights that government leadership at all levels is crucial for the inclusion of displaced populations in longer term planning and service delivery – though this is something that still requires more effort to implement fully. Humanitarian actors – in the past perceived to shy away from engaging with governments – are now working much closer with governments at all levels and engage in a much more political space around displacement issues while at the same time trying to maintain a principled humanitarian response and developing government engagement strategy to provide them with a clearer framework. This requires a recalibration of their skills sets. Development actors, such as the World Bank, are engaging in the displacement space and collaboration and coordination with humanitarian actors has become ever more important. The engagement of and funding from the World Bank in particular, both to governments and IGAD, has been a game changer in terms of unlocking political commitments and policy engagement from governments in the region.

Working on displacement issues with a longer term perspective has also meant **that there has been a gradual shift in focus away from purely humanitarian language and programming towards approaches that take a more sustainable lens** – even if this is by no means the norm yet.<sup>5</sup> The centrality of **Housing, Land and Property (HLP)** assistance – instead of shelter approaches common in the humanitarian world – has for example been increasingly recognised as key for sustainable (re)integration – with more policy and programming advances in these areas. One notable pilot project here is the joint UN-HABITAT/NRC housing project working with the Benadir Regional Administration (BRA) in support of IDP Households in Mogadishu (see Box below). Government capacity is also being enhanced at both policy and programme levels, with support to the establishment of eviction monitoring units and capacity building for key stakeholders on HLP issues.

#### UN-HABITAT – NRC Housing pilot project in support of IDPs in Mogadishu

This pilot project focuses on addressing the challenges of access to housing and forced evictions by supporting improved tenure security for 80 IDP households in Mogadishu. The programme provides rental subsidies, WASH improvements and livelihoods support in the form of cash for short-term needs for seven months and either vocational skills training for four months or a grant to start a small or medium-sized business. The project aims to ensure that the livelihoods support given allows beneficiaries to pay their own rent and find their own housing. NRC then raises landlords' awareness on HLP rights. Though the project is still a small-scale pilot, early results suggest that it has successfully supported participants to meet their rental requirements to date.

Similarly, the focus on **short-term livelihood interventions is gradually shifting towards an increasing understanding of the need to work on longer-term economic opportunities and more sustainable economic and social inclusion approaches** – even if innovative programmes in this area are still in the minority. Over-reliance by humanitarian actors on Technical and Vocational Education and Training (TVET) approaches has been well documented<sup>6</sup>, and more emphasis is being placed on supporting initiatives that take a market systems approach and aim to support both the demand and supply side of labour markets. One example of how this can be done is the [BORESHA programme](#) in the Mandera triangle, which is working with a private sector company to carry out market and value chain analysis as well as establish the business links and incubators for the consortium. In Ethiopia, the [SHARPE](#) programme works to sustainably empower refugees and hosts to become more economically resilient through the innovative use of an adapted market systems development approach. Mercy Corps and its partners' [PRIME](#) programme in Ethiopia also works by applying a more integrated, long-term approach to enable pastoralist households to withstand and recover from droughts. The programme helps communities for example through improving livestock production boosting nutrition for mothers and children, and helping people prepare for the next climate shock.

#### Adoption of a common vision and commitment linking (re)integration to a durable solutions agenda led by the Government in Somalia

A major step as part of the CRRF process has been the **adoption of a common vision on and commitment to durable solutions** by different stakeholders in Somalia, with the government leading much of the agenda. This can be seen both at the policy level, including at different levels of government, as well as in donor commitments and investments in durable solutions programming at a significant scale. These commitments have put displacement firmly on the agenda. They represent a shift of focus away from what was primarily a resilience-focused agenda pre-2016 to a durable solutions agenda that has the potential to link displacement with resilience as well as peace/state-building and social cohesion approaches.

Political commitment to durable solutions is evidenced for example by the inclusion of the **durable solutions agenda in the Somalia National Development Plan as well as numerous policies and guidelines that have been developed at the federal and state-level** since 2017, including a new Social Protection Policy and a National Policy on Refugees, Returnees and IDPs.<sup>7</sup> Durable Solutions have also been recognised at all levels of government through **the establishment of new coordination structures meant to facilitate multi-stakeholder coordination and area-based approaches under the leadership of the government**. There are new durable solutions coordination working groups at municipal levels in Baidoa and Kismayo as well as a Durable Solutions Unit within the BRA, all led by the municipalities. A new Durable Solutions Secretariat was also established at the Federal Government level in 2019 with a broad mandate to mainstream the Durable Solutions Agenda across 14 different line ministries and ensure a more coherent approach between federal and regional/local level initiatives. Although there are strong advances on building the architecture and cross-government approaches to sustain durable solutions, there remain questions around division of responsibilities and coordination between the different emerging structures in Somalia.

Another factor that has been critical for more joined up and coordinated approaches on displacement by actors spanning the political, humanitarian and development field has been the adoption of [Common Durable Solutions Programming Principles](#) (see next page).

5 ReDSS Solutions Analysis Update (2019). See [https://regionaldss.org/wp-content/uploads/2019/05/ReDss\\_Solutions\\_Analysis\\_EFA\\_080519.pdf](https://regionaldss.org/wp-content/uploads/2019/05/ReDss_Solutions_Analysis_EFA_080519.pdf)

6. See for example DRC, IRC and NRC (2019). Unprepared for (re)integration: Lessons from Somalia, Afghanistan and Syria on Refugee Returns to Urban Areas (forthcoming); Jacobsen and Fratzke (2016) Building Livelihood Opportunities for Refugee Populations: Lessons from Past Practice. See <https://www.migrationpolicy.org/research/building-livelihood-opportunities-refugee-populations-lessons-past-practice>

## Common Durable Solutions Principles

These principles were first developed by ReDSS members in 2016 to ensure a common way of working across the different countries in the region, and later on adapted to Somali context by NGOs and UN agencies in late 2017. They were based on learning from both the refugee return and IDP context of Somalia and have proven a useful tool for more coherent policy, planning and programme design and approaches. The principles were endorsed and formally adopted by the Federal Government of Somalia in February 2019 as good practice for the whole of the country. The principles are:

### Government-led

Interventions support the government in assuming its responsibility for facilitating durable solutions for displacement affected communities, take a leadership role and coordinate across sectors and all tiers of government based on the National Development Plan and other relevant government frameworks. Interventions support national, sub-federal and local government in planning, coordinating, delivering and monitoring services and programmes.

### Area-based

Interventions target 'displacement affected communities' including IDPs, refugee returnees and host populations in a defined area and respond to the specific living conditions, risks and opportunities of the local context. Partners working in the same area aim at achieving coherence and greater impact through joint analysis, planning and coordination and through the creation of referral pathways.

### Collective and Comprehensive

Interventions do not need to address all aspects of durable solutions but contribute to a long-term and comprehensive approach to displacement across sectors by humanitarian, development, human rights and peace-/state-building actors. Partners work towards collective outcomes jointly pursued by government and non-governmental actors including civil society, affected communities themselves, the private sector, research/academia and the international community.

### Participatory and Community-based

Interventions enable 'displacement affected communities' including IDPs, refugee returnees and host communities to actively participate in the selection, planning, implementation and monitoring of activities. Interventions help communities define their own priorities and facilitate reconciliation and social cohesion among its members through inclusive processes.

### Rights- and Needs-based

Interventions are guided by the needs, rights, legitimate interests, resources and capacities of displacement affected communities. They respect the right of displaced persons to make an informed and voluntary choice on what durable solution to pursue and facilitate safe, unimpeded and timely access to support and information. Interventions aim at enabling displaced persons to fully enjoy all their economic, legal, socio-cultural and civil-political rights without any discrimination for reasons related to their displacement.

### Sensitive to Gender, Age, Disabilities and Marginalisation

Interventions give special attention to the specific concerns and perspectives of women, youth, persons with disabilities and marginalised groups and take into consideration identity dynamics and mechanisms of exclusions that present hurdles for accessing rights, services and equal opportunities.

### Sustainable

Interventions facilitate locally-led solutions by the government, civil society, private sector and communities themselves. They strengthen the government's role through systematic capacity building support institutional processes and frameworks enabling durable solutions at all levels. Interventions prioritise delivery through existing government and community structures and aim at including displaced population into these rather than establishing parallel structures. Interventions are conflict-sensitive and contribute to sustainable peace-building and development by going beyond 'do no harm'. Interventions are based on long-term planning, multi-year time frames and budgets and are able to respond to changing dynamics through flexible and adaptive programming.

## Consortia programming on durable solutions and new ways of working together

Consortia programming approaches to durable solutions have gained momentum with now six active initiatives in Somalia and one in Somaliland, funded by multiple donors with multi-year financing.<sup>8</sup> They have been the result of **increasing donor coordination and alignment around a common vision and common approaches to durable solutions**. They have also allowed partners with different strengths and areas of expertise – across the humanitarian/resilience/peace and state-building spectrum to come together and work towards sustainable reintegration and with area-based approaches – even though in practice humanitarian actors often still dominate and lead on coordination. Consortium partners have been able to engage more constructively with government and development counterparts in area-based planning, capacity development and displacement related policy and strategy development.

**ReDSS is the learning partner** for three of the EU-REINTEG consortia as well as Danwadaag and the Durable Solutions Programme (DSP), and has played a key role in **supporting harmonised approaches** and programming as well enabling cross learning across the different consortia.<sup>9</sup> The three REINTEG consortia, as well as Danwadaag and DSP have made an effort to **adopt common programming principles** as well as work towards and measure collective outcomes according to 10 common IASC outcome level indicators that are adapted from the ReDSS/IASC Durable Solutions Framework. This has been an innovation in terms of monitoring collective outcomes and progress towards sustainable integration, though, as several reports have pointed out, the IASC indicators alone are not sufficient to capture and monitor progress towards reintegration. ReDSS has also **supported the development of Durable Solutions Consortia Guidelines for Government Engagement**. These Guidelines commit partners to sustainably support government leadership and capacity to implement the durable solutions agenda in Somalia.

**In Ethiopia** the government has included local integration in one of its nine pledges for the CRRF, theoretically opening up policy space for those refugees who have been in Ethiopia for more than 20 years to reintegrate. It made similar **commitments in its new 2019 Refugee Proclamation for (re)integration to those who have been in Ethiopia for a protracted period**, though secondary legislation is yet to provide further clarification. Although the 2017 CRRF Roadmap defines local integration as having legal, socio-economic, and socio-cultural components, the new draft NCRRS emphasises mainly socio-economic aspects. In practice talking of (re) integration remains very sensitive and most of the focus has been on socio-economic aspects of integration, such as focusing on freedom of movement, and opportunities to work, in particular the target of the provision of 30,000 work permits under the Jobs Compact. The policy set out by the Ethiopian government thus appears to be one that is willing to recognise all the different dimensions of (re)integration, albeit incrementally, starting with a socio-economic approach.<sup>10</sup>

In practice the CRRF process has meant that there have been a number of interesting new kinds of programmes and pilots that have focused on providing hosts and refugees with new economic opportunities, as well as innovative programmes that involve business directly. A number of these multi-stakeholder projects are outlined in the box below.<sup>11</sup>

### Examples of innovative programmes in Ethiopia

A notable programme is the IKEA/UNHCR partnership in Dolo Ado, established in 2011, which focuses on integrated approaches to supporting refugees and hosts with the overall objective of 400,000 people in the area living as one community. Key innovative activities include an irrigation initiative of 1,000 hectares of land that can make productive land available to refugees and hosts; the establishment of a new teacher training college for hosts and refugees under the Ministry of Education and the development of cooperatives in the area that can establish and maintain renewable energy in the area. Other innovative programmes that involve the private sector and focus on refugee-host economic interaction/integration also seem promising: for example the DCA on land irrigation close to the Awash River in the Afar region, where refugees have been able to carry out sharecropping by using the land of host communities to produce cotton, maize and onion. DCA has been giving e-vouchers to refugees to buy fresh agricultural products from local hosts. [The Shire Alliance](#), is a Public-Private-Partnership consisting of three leading private energy companies, a national development agency (AECID), a multi-lateral agency specialising in refugees (UNHCR), an NGO (NRC) and the Innovation and Technology for Development Centre at the Universidad Politecnica of Madrid (itdUPM) as the institution in charge of coordination of the consortium. The partnership aims to increase access to energy for host communities and refugees as well as provide income generation activities, employment and economic development for refugees and hosts.

## Key gaps, moments and opportunities

### Risks to durable solutions programming in the region require careful balancing of engagements between local/regional and federal level

The biggest risks to the **sustainability of durable solutions achievements in all three countries are currently around finding the right balance of engagement between federal and local levels, without fuelling power struggles between authorities.** This means that there is a delicate balance to be struck in terms of engagement at the state/municipal levels and federal level, ensuring support to dialogue and understanding on durable solutions and the importance of cross-government collaboration. Such work should also be done not only at the programming level, but also on policy and legislation to avoid duplication of laws and policies that are under development. Lastly, it is important that investments consider institution-wide capacity and not only engage with key individuals (e.g. the mayor or the governor). It is key to build the broader capacity of municipal and regional authorities, and retain key expertise for sustainable institutions and durable solutions in the longer term.

#### Recommendation

Balance investments and engagements carefully between local/municipal and federal level, both in terms of programming, secondments/capacity injections and policy/legislation support. Invest in institutional capacity development, not only individuals.

### Key gaps remain around stronger monitoring and evaluation of progress towards sustainable (re)integration – including a lack of common agreement on how to measure (re)integration

With previous waves of returnees to Somalia there has been very little monitoring of what happened to returnees beyond the period the returns package is supposed to last. For example, data on secondary movements is almost non-existent and mainly based on assumptions. If the goal is to better support long-term integration, better monitoring and understanding of returnees' pathways to (re)integration will be crucial.

Importantly, there **is yet no agreement across different stakeholders on how to measure progress towards (re)integration and different actors are still using different tools.** (Re)integration is a highly difficult concept to measure, given it is contextual, includes multiple dimensions such as economic, social and psychological elements and is partly based on subjective perceptions of different groups such as returnees, IDPs and hosts. For indicators to be useful they need to look at both pathways and thresholds towards (re)integration. There are currently a number of initiatives being piloted that could provide useful learning: for example the Danwadaag consortium is working towards a local (re)integration index (LORI) – adapted from a UNHCR index that was used in Ecuador – which builds on the eight IASC indicators and places a strong emphasis on social cohesion. There are also examples from Afghanistan, where a Multi-Dimensional Integration Index (MDI) was developed and examples from Syria where UNHCR developed protection thresholds in relations to returns. Same discussions and challenges are being discussed on how to measure self-reliance and resilience, and therefore cross learning on those issues would be really beneficial as they face very similar issues on what and how to measure progress on such broad and subjective concepts.

**Programme level conversations around measurement and indicators also need to be linked up to national level developments.** For example, the World Bank is looking at how to better measure changes as part of its broader poverty assessment for Somalia. Similarly it would be useful for (re)integration progress to be monitored and measured across regional/national development plans. For example, in Somalia authorities have included IASC criteria/indicators into the current National Development Plan 9 and also in the pledges that will be presented for the GRF. The government is also developing a Durable Solutions Strategy Performance Matrix that incorporates the IASC Framework to measure the achievement of durable solutions. It will thus be important for key actors to come together and agree on common standards on how to measure progress towards (re)integration not only at programmatic levels but also across regions/national levels and linked to the wider poverty indicators.

#### Recommendation

Create space for key stakeholders to come together to discuss and work on common standards to measure and monitor progress towards sustainable (re)integration. This should be done not only at the programmatic level but also across regional/national levels and linked to wider discussions around the poverty agenda, including by linking to the SDGs.

### There are significant opportunities in relation to cross-border programming that are not currently being taken advantage of

Cross-border programming has so far gained very little traction, despite the significant opportunities it can present for better and more sustainable (re)integration of returnees. This has partly been due to a lack of alignment between different country offices, but also because many donors and agencies are simply not set up to work across borders in a regional fashion. Operational agencies have also not been proactive enough to push for different kinds of programming in the absence of financial incentives to do so. Yet cross-border programming presents many opportunities that could really enhance (re)integration prospects by creating early linkages in a number of areas:

- **Information sharing:** There are opportunities to enhance information flows and ensuring more accurate information exchange, for example through cross-border working groups on country of origin information, facilitated go and see visits, exchange visits, digital connections etc. that can help ensure better preparedness for return and support more informed decision-making.
- **Social capital:** those with social connections fare better not only in terms of economic integration but also in terms of social integration/cohesion. Many of these connections can already be built in exile.
- **Skills matching:** many refugees are highly trained while in asylum but find it difficult to secure jobs without being connected to the right people/enterprises. Opportunities to link and match refugees with prospective employers can already be done across the border. Learning from cross-border skills matching from the BORESHA programme in the Mandera Triangle can be integrated.

#### Recommendation

Advocate for and ensure common understanding of benefits of cross-border programming, drawing on good practice examples from other countries and programmes, such as BORESHA. IGAD could also play a key role in enhancing understanding and awareness of the benefits of cross-border programming.

### Urban-rural linkages and ways of working that support migration patterns and displaced/returnee survival strategies are not systematically integrated into programme design

Displaced/returnees usually **manage their risk by splitting families across multiple locations or engaging in staggered/cyclical returns processes, leaving some people in rural areas, some in urban and some in camps/locations of exile.** Seasonal migration patterns for livelihoods purposes mean many displaced people retain connections with rural areas that could be built upon. There are already some promising examples of learning that have been integrated by the Danwadaag consortium around rural/urban dynamics and early solutions planning together with the BRICS resilience consortium that could be built upon. Its early solutions approach for example focuses on areas already affected by high level of displacement and that will inevitably receive more displaced households, while continuing addressing longer-term durable solutions needs.

There are particular opportunities if TVET programmes are better linked to market systems and value chains outside urban markets. This would require systematic market systems analysis to be integrated into programming. Integrating conflict sensitive analysis as well as analysis of social and economic inclusion can also present opportunities to leverage TVET programmes better to ensure social cohesion and inclusion as well as understand labour markets as systems.<sup>12</sup> Focusing on supporting the creation of sustainable employment rather than simply livelihoods support such as cash for work will also be crucial for ensuring longer-term reintegration.

#### Recommendation

Support awareness and understanding on people's (re)integration and movement patterns, including urban-rural linkages and how these can be supported by flexible (re)integration programming. Increased coordination between durable solutions and resilience actors will be crucial in this regard.

<sup>8</sup> These are: the EU RE-INTEG, which is composed of five consortia namely EIDACS, JSC, SDSC and DSIRS as well as DANWADAAG, DSI, and DSP.

<sup>9</sup> ReDSS (2019) Lessons Learnt from the EU-Reinteg Durable Solutions Consortia (2017-2010) (yet to be published).

<sup>10</sup> Carver and Nigusie (2019) Ethiopia Refugee Research: Synthesis Paper to inform NCRRS implementation, ReDSS. Forthcoming.

<sup>11</sup> For an overview of all relevant programmes to the CRRF in Ethiopia see Nigusie and Carver (2019). The Comprehensive Refugee Response Framework. Progress in Ethiopia; <https://www.odl.org/sites/odi.org.uk/files/resource-documents/12941.pdf>

## 2. AREA-BASED AND LOCALLY-LED APPROACHES

### Learning and evidence of good practice

#### Kenya

In Kenya, there is **growing evidence of good practice and learning from integrated approaches to service delivery of refugees and hosts at the county level**, despite overall lack of progress and transformation of the policy environment at the national level. The 2010 Kenya Constitution, which introduced a process of devolution, provided new opportunities for county governments to assume more responsibility for service delivery in their areas. Refugees have now been recognised in Garissa and Turkana CIDPs for the 2018-2022 cycle, though the Garissa CIDP only referred to refugees but does not yet fully integrate them into the plan yet. The **Kalobeyei settlement programme** – which preceded the CRRF – and the subsequent expansion of the programme to the whole Turkana West sub-county under the 15-year Kalobeyei Integrated Social Development Programme (KISEDIP) is a multi-sector, multi-stakeholder initiative that applies an area-based approach to enhance integrated service delivery, capacity strengthening and livelihoods to refugees and hosts, and is closely aligned to the CIDP.

Despite a number of challenges in terms of inadequate coordination structures between government, humanitarian and development actors, county capacity and ownership and overall strategy and livelihoods approach, the approach has attracted significant donor and partner support and is seen as a key example of what can be achieved in terms of the application of CRRF principles at the county level, underpinned by strong economic evidence of what works. Private sector interest and engagement has also been strong, with companies such as Safaricom and Equity Bank playing an active role. The International Finance Corporation (IFC) has launched a \$26 million challenge fund that aims to incentive private sector engagement and promote host community and refugee small- and medium-sized enterprises (SMEs).

Most importantly, the **KISEDIP approach has inspired opportunities to think differently about refugee hosting environments and as such had a positive impact allowing similar approaches to be contemplated for Garissa County** that is hosting Dadaab. It has transformed the way people think about refugees as a burden, with Garissa authorities now aiming to showcase how hosting refugees can be beneficial to the entire hosting area. The Garissa Integrated Socio-Economic Development Plan (GISEDIP) will be anchored in the CIDP II as well as to national and regional commitments and will focus on area-based approaches to integrated service delivery, livelihoods and economic development as well as capacity building. It is integrating learning from the KISEDIP, in that it focuses on ensuring strong leadership of the local authorities and aiming to establish coordination structures that can better support collaboration between multiple stakeholders from diverse backgrounds. UNHCR, operational partners including NGOs and learning partners such as REDSS have tried to ensure there is a common vision and understanding of the durable solutions agenda, conducting trainings and capacity building with county authorities and other stakeholders.

#### Somalia

##### Changing engagement structures around durable solutions in Somalia

In Somalia, the new Durable Solutions coordination groups and units, in particular at municipal level have encouraged increasing multi-stakeholder coordination and ‘whole of government’ involvement and ownership of the process. These coordination structures have opened up spaces for humanitarian, development, resilience, state-/peace building actors and urban planning specialists to come together under the leadership of municipal authorities. Even though meaningful coordination that goes beyond just information sharing to actually achieving coordinated, incremental responses is only just starting, this is the beginning of an important process that has the potential to shift urban responses from cluster based coordination to genuine multi-stakeholder approaches. These efforts have been supported by various durable solutions consortia.

There has been a strong emphasis on learning from previous experiences by the ‘next generation’ of durable solutions consortia – especially the Danwadaag and DSP consortia. These consortia have actively built on, and scaled up a number of promising practices adopted by the EU-REINTEG consortia. For example, they have tried to use existing Community Action Plans (CAPs) and community engagement structures where possible, and built further linkages to make sure the municipalities are strongly supported to lead the agenda. Danwadaag has also ensured that there is close coordination with the other DFID-funded BRICS programme, linking a resilience approach to a durable solutions approach that was previously missing, in particular in urban areas as well as across early solutions planning.

All consortia have included local partners, though Danwadaag and DSP have built on lessons learnt from REINTEG to have a much stronger focus on local partners and civil society organisations (CSOs) inclusion in decision making processes and from the design stage onwards. ReDSS has also prioritised and shared key commitments to social accountability in solutions planning and area-based approaches with partners.<sup>15</sup> Much however remains to be done to meet the localisation commitments in the [Grand Bargain](#) and really empower local partners beyond being purely implementers to becoming real partners with adequate institutional funding and longer-term partnerships.

##### Joint analysis of data existing and new data essential to help with common understanding

These coordination platforms have also provided a space for bringing actors together to conduct joint analysis of existing and new data – a process that is essential to generate common understanding of key issues as well as resource allocations. The ReDSS solutions analysis process, a yearly, multi-stakeholder analysis done jointly with the local authorities is a good example how such a process, done with adequate time investment in dissemination and uptake, can inform common understanding as well as resource allocation, policy and practice. Durable solutions consortia have, for example, ensured that displacement/solutions indicators have been included in local and federal level development plans, including the Somali National Development Plan. The 2017 World Bank High Frequency Survey also featured displacement focused and displacement aggregated data, including an analysis of micro-data comparing the situation of displaced and non-displaced households.<sup>16</sup> The response to the 2017 drought also took specific steps to target assistance not just according to generic Integrated Food Security Phase Classification (IPC) but also combined this data with information on the impact of displacement, social exclusion and historical disempowerment.

##### Multi-stakeholder approaches: key steps to success

Start by identifying in each country all the actors within a particular context as well as the existing coordination mechanisms and their purpose and membership to identify gaps and opportunities at both national and local level.

Invest in strengthening collective understanding of terminology and concepts through various learning platforms bringing together a wide range of different actors (conduct policy learning events, programme learning events and at other times thematic learning events for both policy makers and practitioners, operational workshops to jointly analyse study findings and develop recommendations).

Develop evidence and analysis (complementing what already exists) thorough solutions analyses to identify remaining gaps, progress and where each actor could prioritise investments. For example, now greater focus on political economy analyses in 2020 to identify risks, mitigation and how to navigate the political environment as increasingly governments need to take more leadership and coordination role.

Invest in capacities development of humanitarian/development/policy makers on how to address durable solutions. In particular not only on one-off trainings but also ongoing, peer-to-peer learning.

12 For more recommendations around rural-urban linkages and TVET programmes in particular see ReDSS (2019a) Lessons Learnt from EU-REINTEG Durable Solutions Consortia and DRC, IRC, NRC (2019) Unprepared for (re)integration: Lessons from Somalia, Afghanistan and Syria on Refugee Returns to Urban Areas.

13 See Samuel Hall (2018) Mid-Term Review of the EU Trust Fund Regional Development and Protection Programme in Kenya: Support to the Development of Kalobeyei final report.

14 See Sanghi et al (2016) ‘Yes’ in my backyard? The economics of refugees and their social dynamics in Kakuma, Kenya. See <http://documents.worldbank.org/curated/en/308011482417763778/Yes-in-my-backyard-The-economics-of-refugees-and-their-social-dynamics-in-Kakuma-Kenya> and IFC (2018) Kakuma as a marketplace: <http://documents.worldbank.org/curated/en/482761525339883916/Kakuma-as-a-marketplace-a-consumer-and-market-study-of-a-refugee-camp-and-town-in-northwest-Kenya>

15 Clayton et. al. (2019). The pre-2019 famine response in Somalia. See <https://www.odi.org/sites/odi.org.uk/files/resource-documents/12592.pdf>

16 REDSS (2019a) Lessons Learnt from the EU-REINTEG Durable Solutions Consortia

## Development of inclusive district-level plans based on participatory CAP processes

**Community Action Plans (CAPs)**<sup>17</sup> have been adopted by many aid actors in Somalia, albeit with different community engagement models and structures. While they have proven an important tool to ensure more participatory and inclusive prioritisation and planning processes, they have often been uncoordinated and disjointed, with many parallel processes in the same locations. Building on learning from this, several durable solutions actors have adopted a more coordinated approach together with the municipalities, on which it is possible to build. For example, the IOM/UN Habitat Midnimo project has developed community action plans for Baidoa and Kismayo. The Danwadaag consortium then supported the municipalities in Baidoa and Kismayo to consolidate these and other existing CAPs into integrated district-level plans. These have become an important tool for the local authorities to coordinate activities of various humanitarian and development partners in their area and ensure avoidance of duplication. While not all actors base their engagement on these plans yet, and many aid actors continue to have different community engagement modalities, several development partners such as the World Bank, Deutsche Gesellschaft fuer Internationale Zusammenarbeit (GIZ) and UN-HABITAT have now started using the CAPs when designing and planning their urban infrastructure and resilience programmes.

### Emergence of area-based approaches and coordination around land and urban planning

Cooperation between humanitarian and development actors around durable solutions and in support of municipal/district authorities is increasing in a number of areas, facilitated by increased opportunities for coordination at the municipal level and the durable solutions consortia that allow for more coherent and longer-term engagement. The emerging coordination between the World Bank, the REINTEG and Danwadaag consortia and the BRA around land issues linked to the World Bank's road rehabilitation project in Mogadishu is a case in point. In order to avoid and address forced evictions that might result from the project implementation, the World Bank is planning jointly with several durable solutions consortia on how to provide alternative security of tenure for IDPs in the project area. As such they are considering mapping out all IDP settlements in the project area, identify suitable public lands for resettlement and look into rental subsidies. Similar cooperation arrangements with multiple stakeholders around land issues can be seen in Baidoa (see Box below). While these are nascent examples they can provide good models for locally led area-based planning in support of durable solutions elsewhere.

#### Baidoa's new settlement (Barwaaqo): an opportunity for integrated settlement planning

Baidoa municipality has assigned 15km<sup>2</sup> of public land for resettlement of IDPs, returnees and hosts to the North and the South of the city. Partners such as UN-HABITAT and International Organization on Migration (IOM) under the Midnimo project are supporting the development of the new sites with police posts, streetlights, drainage and demarcation of plots, while the World Bank is rehabilitating roads. Discussions had also been initiated by the previous Mayor with private sector partners to support the development of a new connecting market which would allow business opportunities and employment opportunities for both displaced and host communities in the area. These are emerging examples of area-based approaches that are led by municipal authorities in line with district plans, supported by both development and humanitarian partners as well as private sector.

### Emergence of area-based approaches and coordination around land and urban planning

There are examples of **increasing social accountability and engagement of local communities and displaced people, in particular under the CAPs models used**. For example in Baidoa, the municipality has used the CAPs process under the IOM/UN-HABITAT Midnimo project to formalise community consultation mechanisms and ensure that all different IDPs, returnees and host groups have elected representatives that can be engaged by the municipality in consultations. Offices have also been constructed for these representatives within the premises of the municipality.

All consortia have sought active community feedback as well as established formal complaints and feedback mechanisms. However, opportunities for displacement affected communities (DACs) to be involved not only at the planning stage but also throughout project implementation in terms of monitoring, reviews, and adaptation processes need to be further explored. The [Common Social Accountability Platform \(CSAP\)](#) uses interactive radio sessions to build dialogue and gather public opinion on displacement and durable solutions related topics. It represents a promising innovative approach to enhance social accountability, though clarification is needed on how it links to and feeds into other existing initiatives such as the CAPs (see next page).

<sup>17</sup> CAPs are plans that bring representatives of different groups within communities together to come up with their own prioritisation of needs, and then allow municipal/district level authorities and other partners to use these to coordinate/base interventions in the area on.

## The Common Social Accountability Platform (CSAP)

This is a digital platform developed by Africa's Voices Foundation and launched in partnership with ReDSS and BRA in Mogadishu. It aims to strengthen social accountability in Somalia by connecting citizens and displaced people with decision makers and other authorities through media dialogue and public opinion gathering. The platform cuts across sector, programme and mandate with the aim to build sustainable spaces for discussion, through which participants can directly impact decision-making that affects their lives. It is built on an interactive radio method developed by Africa's Voices, which allows people to input by SMS or text messaging. The pilot is currently being extended to Baidoa and Bossaso by the UNRCO.

## Ethiopia

In Ethiopia, ARRA and the regional government in Jijiga (Somali Regional State) have taken the lead together with UNHCR and partners on putting some of the CRRF commitments into practice through the establishment of 'whole of government' approaches for more joint coordination and planning on integrated approaches for refugees and hosts. These government actors have been supported by partners such as UNHCR and ReDSS through secondments of knowledge management staff and capacity to foster locally-led approaches. Particular advances can be seen at the woreda levels, where most CRRF related coordination is currently taking place. Here the woreda council is leading regular coordination and action planning meetings - though still largely to share information on who does what and activities each actor is planning, rather than fully joined up, future facing planning. Notable is the involvement of different line bureau representatives and partners at this level, as well as community and refugee representation. Some of this 'whole of government approach' and area-based planning is also replicated at the regional (Jijiga) level, with line bureaus appointing CRRF focal persons for regional-level coordination. Future opportunities include consolidating these action plans into local and regional action plans that can be integrated into government owned development plans. Partners such as ReDSS have also been supporting local area-based capacity gap assessment plans as a way to lay foundations for future engagement and enhanced government ownership.

### Key gaps, moments and opportunities

#### Urgent need to ensure stronger accountability both upwards in terms of transparency of funding as well as downwards to communities through more sustained engagement processes beyond the consultation/design stage of programmes

It is useful to think of both upwards and downwards accountability chains – both of which are currently weak in countries in the region. Funding streams and reporting lines are often not clear and transparency around available and future funding is lacking, in particular new development funding for durable solutions, making future planning unpredictable - in particular for governments. This is particularly the case in Ethiopia, where many donors and partners have been working in parallel with little coordination between them or common ideas around collective outcomes monitoring. Similarly, as a number of recent reviews have pointed out,<sup>18</sup> social accountability to communities and displaced people is still surprisingly weak in all countries, despite some recent improvements in programming. This is particularly problematic for durable solutions programmes, where displaced peoples' participation in their own affairs is a key cornerstone of the programme logic. Many programmes still rely mainly on feedback and complaints mechanisms during programme implementation, rather than really support consistent engagement that is built into processes and across all stages of programming – from the design to the implementation and the monitoring and evaluation phases. Similarly, programmes still rely too frequently on engagement with easy to access community representatives, and have not yet found ways to give space to minority groups and marginal voices to be heard.

### Recommendation

Urgently ensure more consistent engagement with and integration of displaced people and communities into all stages of programming cycle – from design, to implementation to monitoring and evaluation (M&E) and programme revisions. Develop more sophisticated mechanisms for allowing marginalised and minority voices to be heard, building on learning from innovative approaches such as the CSAC platform.

<sup>18</sup> ReDSS (2019a) Lessons learned from EU REINTEG Durable solutions consortia (2017-2020); ReDSS (2019b) Somalia Solutions Analyses Update; CSAP (2019) Results and Findings from Citizen-led Discussions on Displacement and Durable Solutions in Mogadishu.

### Key new opportunities to coordinate and seek multi-stakeholder approaches to incentivise policy change by leveraging some of the new development financing that is being made available, in particular by the World Bank

Greater coordination and more joined-up approaches between humanitarian and development actors around policy asks to governments could have more impact, in particular if tied to new financing/ development funding. For example, the World Bank's next IDA 19 refugee window will include a systematic global policy framework/ engagement template, with the aim to coordinate with other actors around key policy asks and pressure points to governments. While no guarantee for success, this will aim to make conversations more structured and allow for a common tool to be developed that can guide more joined-up engagement by multiple stakeholders.

#### Recommendation

Humanitarian and development actors should coordinate more around key messaging and policy asks to governments around the durable solutions agenda. New development financing, such as the World Bank new IDA 19 window, can be used to leverage such changes.

### There are many opportunities to work better with governments and local partners, including on longer-term capacity building and thinking of capacity building in reciprocal ways

All Stakeholders need to consider more joined-up planning for **longer-term capacity development, engagement and investment**, going beyond time-bound secondments that are linked to particular programmes to locally anchored, sustained partnerships, and institution building. While humanitarians can help with expertise around durable solutions programming, protection and legal safeties, a lot of the capacity municipalities are asking for is expertise in urban planning, engineering, financial systems management, human resources etc. – which are traditional remits of development actors. Thus, increased coordination and collaboration between humanitarian and development partners on capacity support is key.

**Capacity should however not be considered as a one-way exercise** – it is important to acknowledge and build on capacity that is already there and think of it in reciprocal ways. There are many things that humanitarian and development partners can learn from existing local capacity, in particular around political economy analysis and understanding of local dynamics for example around clans/ethnicity, land, power etc. and work in ways that provide additional support in areas that are complementary to, rather than replace existing expertise. Humanitarians also need new skills and support capacity to engage in more political spaces with governments and development actors around durable solutions.

#### Recommendation

Invest in longer term, sustainable and locally appropriate capacity building, going beyond secondments to support longer-term institution building and accompaniment. Ensure complementarity of capacity building efforts, with better appreciation of already existing capacity and learning opportunities for humanitarian and development alike.

### Private sector actors remain the least engaged actors in durable solutions programming across the region and there are still big gaps in terms of mutual understanding and dialogue

For durable solutions achievements to be sustainable more proactive private sector engagement, with different engagement strategies for different kinds of private sector actors, will be crucial. There are a number of conceptual problems around current humanitarian engagement with the private sector: it is often unclear what kind of private sector actor is being talked about and what kind of engagement is needed and why. Their needs to be more clarity in the terminology used with disaggregation between large private sector actors, SMEs or individuals, including displaced people themselves as private sector actors. Each of these requires different kinds of engagement strategies. In Somalia for example, large businesses such as Hormud or Dahabshil are slowly engaging with the right incentives, including under their corporate social responsibility arm or through their foundations. Medium or smaller sized enterprises are proving much more difficult to engage, partly because of lack of understanding how engagement with DACs could be beneficial to them but also because of the prevalence of clan dynamics that pervade the business environment.

There are many opportunities to try and overcome some of the big differences in understanding, language and perceptions that remain. Building common understanding and more dialogue between both humanitarian and private sector actors, but also government and private sector actors as well as DACs and private sector actors is crucial. Key will be to start conversations around differences in vision and language, talking openly about risks and benefits as well as a mutually beneficial vision for the future. It would be beneficial for development or other private sector actors to map out these engagement strategies and facilitate dialogue, rather than have humanitarians talk to humanitarians about future private sector engagement.

#### Recommendation

Build spaces for dialogue and common understanding with private sector actors around durable solutions; start bringing private sector actors into discussions around durable solutions, together with government and other partners to talk about mutual interests, risks and sustainability. Develop different engagement strategies for different private sector actors, led by development and private sector partners.

## 3. NATIONAL AND REGIONAL ENGAGEMENT

### Learning and evidence of good practice

#### Somalia, Ethiopia and Kenya

**Overall the CRRF has opened up spaces in all three countries to talk differently about refugees and how to support them longer-term.** It has allowed for policy discourse to take place, for example around (re)integration, durable solutions and self-reliance that would have otherwise been difficult to achieve in some countries – even though the CRRF is only the latest in a number of policy processes and regional commitments to advocate for these.

**The CRRF has also given the impetus to enhance greater coordination around research and knowledge management and to inform a common narrative.** One of the key issues in Ethiopia has been the lack of coordination between the many different donors and partners, with many commissioning similar research studies and no overall understanding and consolidation of the available evidence. This has led to a lack of common analysis and made it difficult to develop a common narrative around key issues to be addressed. ReDSS, under an European Union Trust Fund for Africa (EUTF)/UNHCR grant linked to the CRRF has requested the Rift Valley Institute to support the Government of Ethiopia in establishing a common research agenda for the implementation of the CRRF in Ethiopia (see below).

#### Common Research Agenda in Ethiopia

ReDSS is working in partnership with the Rift Valley Institute and UNHCR on the establishment of a common research agenda in Ethiopia. The overall aim is to inform CRRF policy with practical evidence and to ensure that those tasked with leading implementation of the CRRF can easily access and make use of the best available evidence. The work has included the development of a research database available to CRRF policymakers, as well as a research synthesis paper highlighting key available evidence. The team is also developing partnerships with key policymakers to understand and respond to their requirements in relation to research and convening teams of researchers working on refugee issues in Ethiopia to reduce overlap and encourage greater coordination.

**The CRRF has also helped to reframe the discourse around refugees not being perceived as a burden, but of potential benefit to hosting communities and regions alike, with regional/county level governments in all three countries engaging to demonstrate this through innovative programming.** For example in Kenya, the CRRF has spurred developments around the Kalobeyei settlement and given additional impetus for similar models to be replicated in Garissa. Donors are using the CRRF as a hook for their funding commitments to refugees, and in some instances to advocate for different ways of working and to incentivise their implementing partners to do so. However, a central transformative assumption of the CRRF – namely the availability of longer term, sustainable and predictable development funding, that would complement rather than replace available humanitarian funding – and support implementation of commitments by national actors – has not yet been forthcoming.<sup>19</sup> This puts the longer-term sustainability of some of these CRRF innovations in question.

<sup>19</sup> Crawford and O'Callaghan (2019) Synthesis: the Comprehensive Refugee Response Framework: responsibility sharing and self-reliance in East Africa. See <https://www.odi.org/sites/odi.org.uk/files/resource-documents/12935.pdf>

**CRRF consultative processes and working groups in the run up to the GCR have provided fora for diverse partners and stakeholders to discuss and meet, and spur on additional commitments and changes at the local and national level.** Somalia for example has established significant coordination structures and consultations on durable solutions and made sure that its new national policies, such as the Somalia National Development Plan align with the Nairobi Declaration and other regional commitments. It has used the preparations for the GRF to conduct stakeholder consultations with a wide range of actors, including DACs, to inform the process.

While there is progress on policy commitments and regional alignment, there remains a need for regular government-led consultation processes through the newly established CRRF architecture.

## IGAD

**IGADs role in the region has been instrumental in terms of changing the regional discourse on durable solutions, both through its regional policy processes as well as the convening power it holds with governments.** Regional commitments – in particular the Nairobi Declaration and the accompanying Plan of Action in 2017 – considered to be the regional application of the GCR and the CRRF – as well as the Djibouti Declaration on Refugee Education in 2017 and the Kampala Declaration on Jobs, Livelihoods and Self-Reliance of 2019 have provided useful hooks for donors and national governments to tie commitments to. IGAD holds great convening power with regional governments, which has allowed it to get governments to the table that would otherwise not have been there. IGAD has also been able to incentivise policy change by setting certain standards for the region, which has supported cross-learning and regional dialogue on good practice. Donors, such as the World Bank have channelled funding through IGAD, such as for its DRDIP programmes as well as funding to incentivise better coherence on data and planning.

Follow up and monitoring of implementation of the Regional Commitments are currently being done at Annual Inter-Ministerial Stocktaking Meetings and various thematic meetings. However the biggest challenge has been how to translate regional commitments into national level implementation, in the absence of mechanisms to enforce implementation and stronger accountability. IGAD now aims to galvanise additional support for the implementation of the Nairobi Declaration and its Plan of Action, as well as the subsequent declarations, through the establishment of a Regional Support Platform. This aims to mobilise additional support and new partners to create more visibility for the region and follow up on some of the commitments made to the Nairobi Plan of Action. There are also opportunities to replicate and support similar approaches to durable solutions in the Great Lakes Region by working with the International Conference on the Great Lakes Region (ICGLR).

### Key gaps, moments and opportunities

#### **Key gaps remain around translation of regional commitments into national level policies/implementation at the national level**

Despite commitments to the regional processes and agendas, national level implementation of many of these commitments has been lagging behind in some countries. Regular stocktaking meetings by IGAD are a good opportunity to ensure follow up and hold governments to account on the promises they made. A longer-term roadmap with clear milestones to monitor commitments would help ensure more consistent monitoring. Similarly learning from different countries on how implementation is going and what kinds of challenges and opportunities are arising could be better captured and inform progress in other countries. IGADs new plan for a regional support platform to mobilise additional support and partners to help with monitoring implementation of commitments may prove instrumental in that regard.

#### **Recommendation**

Continue support to IGAD to carry out stocktaking and follow up to regional commitments. Sustain advocacy with national governments to align commitments to regional policy processes and pursue translation of commitments into national legislation/commence implementation.

#### **Development actors report against different frameworks than humanitarian actors – making joint monitoring and measuring progress on the durable solutions agenda a challenge**

Better alignment of durable solutions programming to the SDGs could enhance more joined up working. Development and government actors plan and report against the SDGs but it is currently unclear how monitoring tools in the durable solutions world, such as the IASC indicators relate to the SDGs. The ReDSS framework was updated in 2018 to highlight linkages between its criteria and indicators and the SDGs. However closer alignment of the displacement agenda with the SDGs would be able to capture displacement better under an overall poverty agenda and allow more collaboration with development actors on progress monitoring.

#### **Recommendation**

Better align and indicate durable solutions programming contribution to the SDGs, allowing for more collaboration with development actors under an overall poverty agenda.

#### **Sensitive political environments, and differences in broader contexts in refugee-hosting regions mean there can be no ‘one size fits all’ approach to CRRF implementation in the region. Smaller scale, piloting approaches to local/regional changes in line with the CRRF are key to successfully effect longer term policy changes**

The same approach to CRRF implementation may not be successful across different countries, or even within particular countries. In some countries, such as Kenya or Ethiopia, smaller scale piloting initiatives, showcasing local level impact and innovation may prove more useful in effecting longer term policy change than focusing engagement and advocacy at the federal level. re collaboration with development actors on progress monitoring.

#### **Recommendation**

In countries where there are political or institutional blockages to CRRF implementation, focus on local level piloting of what works and documenting learning and impact. Focus on incremental changes in some areas such as socio-economic (re)integration while continuing to advocate for better understanding of all dimensions of (re)integration, including the social/psychological and social cohesion elements.

## CONCLUSION

Responses to refugees have gradually shifted in many countries in the East Africa region. There is a lot of learning from the application of CRRF approaches in the region that can be useful to replicate in other contexts. Shifts away from a predominant focus on returns movements towards finding more durable solutions for hosting refugees and IDPs can be observed across the region. These shifts can be increasingly seen around new ways of working such as consortia programming between humanitarian, development and resilience actors, as well as more consistent engagement from development partners such as the World Bank in displacement responses. There are many innovative examples around longer term approaches to areas such as HLP and TVET. New durable solutions coordination structures are being implemented in particular at local/municipal levels across the region, allowing for increased multi-stakeholder coordination and 'whole of government' involvement and ownership of processes. Collaboration between humanitarian, development, resilience, peace-and state-building actors around participatory, area-based approaches with local governments in the driving seat are emerging. Lastly, regional actors such as IGAD have been instrumental in changing the regional discourse around durable solutions and bringing governments in the region together around a common agenda.

For the GRF, governments in the region have pledged to continue their commitments to sustainable durable solutions in the region. Ethiopia is pledging to increase access to education, livelihoods, protection and sustainable energy for refugees and hosts and is calling for increased private sector engagement as well as calling for more multi-year, predictable and un-earmarked funding to support solutions. Somalia is pledging to continue support to finding durable solutions for the displaced, including continuing to implement the necessary architecture and legislation, as well as support to return and reintegration of refugees and returning IDPs as well as addressing the root causes of displacement. Somalia is also committing to supporting livelihoods through the creation of new jobs in agriculture, light manufacturing and construction. At time of writing the Government of Kenya was still considering its potential pledge areas ahead of the GRF.

ReDSS and its members are committed to continue working with governments and partners in the region to advance multi-stakeholder approaches to durable solutions as well as supporting a regional approach. In particular in 2020 and beyond ReDSS and its members at the GRF are pledging to work on:

1. **Area based approaches:** Investing at sub-national levels in supporting Durable Solutions Working Groups/ local solutions hubs bringing together humanitarian, development and peace building actors to support locally-led processes, linking durable solutions programming to district development plans;
2. **Measuring outcomes:** Developing multi-stakeholder approaches to measure durable solutions processes in each country and support greater accountability amongst all stakeholders contributing to collective outcomes;
3. **Displacement financing:** Working with all stakeholders to rethink the displacement financing architecture to support both early and long-term durable solutions processes benefiting both displaced and host communities; and
4. **Regional and cross-border:** Work with IGAD and other key stakeholders to support the Regional Support Platform to assist countries' capacity to address and find solutions to displacement and foster cross-learning and collaboration. And create similar approaches for the Great Lakes Region by working with the International Conference of the Great Lakes Region (ICGLR).

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Young boy watching a match. Credit: UN photo\_Tobin Jones

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