

Economic Inclusion and Urban Programming

STRATEGY DOCUMENT

30 December 2020

Prepared by:

Nikos Papachristodoulou, Paul Crook and Sumeya Abdi Ali



East Africa and Yemen

Document Control

Document title	Economic Inclusion and Urban Programming <i>Strategy Document</i>
Reference no.	AFR-2123J
Prepared by	NP, PC, SAA
Checked by	NP
Date	30 December 2020

This report is the copyright of the Norwegian Refugee Council (NRC) and has been prepared by IPE Africa under contract to NRC. The contents of this report may not be reproduced in whole or in part, nor passed to any other organisation or person without the specific prior written permission of NRC.

IPE Africa used reasonable skill and care in checking the accuracy and completeness of information supplied by the client or third parties in the course of this project under which the report was produced. IPE Africa is however unable to warrant either the accuracy or completeness of such information supplied by the client or third parties, nor that it is fit for any purpose. IPE Africa does not accept responsibility for any legal, commercial or other consequences that may arise directly or indirectly as a result of the use by IPE Africa of inaccurate or incomplete information supplied by the client or third parties in the course of this project or its inclusion in this project or its inclusion in this report.

List of acronyms

AI	Artificial intelligence
ABA	Area-based approach
AFDB	African Development Bank
CBO	community-based organisations
CC	core competency
CD	Country Director
CSR	Corporate social responsibility
CRRF	Comprehensive Refugee Response Framework
DRR	Disaster risk reduction
EA&Y	East Africa and Yemen
EI	Economic Inclusion
EU	European Union
EMMA	Emergency Market Mapping and Analysis
FAO	Food and Agriculture Organization
FCDO	Foreign, Commonwealth and Development Office
GDP	Gross Domestic Product
HLP	Housing, Land and Property
HOP	Head of Programme
ICLA	Information Counselling and Legal Assistance
ICT	Information, Communications and Technology
IDMC	Internal Displacement Monitoring Centre
IDPs	Internally Displaced People
LED	Local economic development
LFS	Livelihoods and Food Security
M4P	Making Markets Work for the Poor
MDBs	Multilateral Development Banks
NGOs	Non-Governmental Organisations
NRC	Norwegian Refugee Council
PESTEL	Political, Economic, Social, Technological, Legal, and Environmental
PPP	Public private partnership
SACCO	Savings and Credit Cooperative Organisation
SC	Steering Committee
SDGs	Sustainable Development Goals
SSA	Sub-Saharan Africa
UAE	United Arab Emirates
UAV	Unmanned aerial vehicle
UMVAT	Urban multi-sector vulnerability assessment tool
UN	United Nations
UNDESA	UN's Population Division, part of the Department for Economic and Social Affairs
UNHCR	United Nations High Commissioner for Refugees
WFP	World Food Programme

Contents

Executive summary.....	1
1 Introduction.....	2
1.1 Background	2
1.2 Strategic ambitions	2
1.3 Document structure	3
2 Setting the scene: diversity and complexity in the EA&Y region.....	4
3 Definitions and meanings	9
3.1 Economic Inclusion: one term, many meanings	9
3.2 What does 'urban' mean?	11
4 Strategic options and entry points	14
4.1 Economic Inclusion programming	14
4.2 Urban programming.....	19
5 Conclusion.....	23
Annex 1. Strategic opportunities	24
Annex 2. SWOT analysis of NRC EA&Y programming.....	28
Annex 3. Mapping of potential donors and partners	30
Annex 4. EI programming entry points.....	33
Annex 5. Urban programming entry points	37
Annex 6. Action plan of next steps for NRC RO	40

Executive summary

The objective of this review is to elaborate and solidify NRC EA&Y's position and thinking with regards to EI and urban programming. NRC EA&Y will feed findings and recommendations into global, regional, multi-country and country strategy documents, and have case studies and concept notes for use in proposal development, donor engagement and organisational promotion and policy/advocacy work. The intention is to promote NRC as a durable solution to displacement agency with a protection and resilience lens, and with a particular focus on addressing concerns related to: (i) cross border migration and returns; and (ii) economic inclusion and empowerment, targeting returnees, youth and urban populations in particular. In both EI and urban programming, the considerations of self-reliance are taken as a basis for resilience programming.

EI is seen as a concept, an approach, and an outcome. EI is defined as an economy where everyone, inclusive of displaced and disenfranchised people, regardless of their citizenship, gender, age, social and economic status, and other circumstances such as disability, has equality of access to the enabling infrastructure. This includes assets such as finance, education and legal status, essential to take an active role in labour markets, the undertaking of entrepreneurship and more general economic opportunity.

The overall objective of EI programming, accordingly, is the enhancement of displacement affected communities' economic opportunities and self-reliance, without discrimination or exclusion, addressing underlying causes of inequity. The fundamental building blocks for NRC's economic programming (i.e., LFS Core Competency (CC) encompassing cash and markets, WASH, ICLA highlighting protection considerations, Education) and how to better integrate them towards supporting EI are already in place. It is a matter of developing how these blocks fit together in the various stages of humanitarian response and recovery/resilience, into proactive engagement to address inequality of opportunity driving displacement and forestall further crises. Such work requires individuals, households and communities to be integrated on wider systems supporting them when crises are at a scale requiring country- or even region-wide actions.

The scale and changes in the level of urbanisation in EA&Y and the trajectory of its urban transition, is greatly intensified by the scale of forced displacement and the existence of large concentrations of IDPs and refugees in and around urban areas. The overall objective of urban programming is to enable displaced people's protection, well-being, self-reliance and integration in urban areas. Urban programming is effective in addressing the needs of displacement affected communities when it considers life-saving humanitarian response and resilience-building simultaneously, throughout the entire period of forced displacement rather than as sequential phases. Area-based approaches can be a way to prioritise where in an urban area to intervene, and to do so in an integrated way. There is a need for urban programming to adopt a more developmental approach, particularly given the increasingly protracted nature of displacement. This requires collaboration with a broad range of different actors, including local government, the private sector, and alongside affected urban populations, civil society and CSOs/CBOs, among others.

Overall, EI and urban programming is iterative, responsive, and is developed over short-, medium-, and long-term time horizons. NRC's EI and urban programming should be phased to enable approaches and programme concepts to develop incrementally as a better understanding of key issues and opportunities for intervention is developed, and conditions are created (both within and outside NRC) to ensure the feasibility and sustainability of interventions. Accordingly, in the short term (next two years), a programming response would involve interventions that build on NRC's existing CC strengths and ongoing integrated programming; in the medium to long term NRC's programming response may involve a shift in strategic priorities expanding NRC's ambition in support of programmes and interventions that explicitly address underlying drivers of protracted displacement in EA&Y through resilience building and disaster risk reduction.

1 Introduction

1.1 Background

In October 2020, the East Africa & Yemen (EA&Y) Regional Office (RO)¹ of the Norwegian Refugee Council (NRC) commissioned IPE / Triple Line, Nairobi, to carry out the Economic Inclusion (EI) and Urban Programming consultancy.

Following the NRC Terms of Reference (TOR), the objective of this assignment is to elaborate and solidify NRC EA&Y's position and thinking with regards to EI and urban programming.² NRC EA&Y will feed findings and recommendations into global, regional, multi-country and country strategy documents, and have case studies and concept notes for use in proposal development, donor engagement and organisational promotion and policy/advocacy work.

The assignment follows a number of preliminary steps that NRC EA&Y has taken to engage in Economic Inclusion (EI) and urban programming. These include:

- Global Livelihoods seminar in late 2019, with the position at the time to put the EI portfolio on hold, for the Livelihoods and Food Security (LFS) Core Competency (CC) to remain, and a new LFS strategy that would include EI to be developed in 2020.
- Global Economic Inclusion Learning Project (EILP) funded by the Hilton Foundation, which started in August 2020, with the overall purpose to learn from current and past NRC projects that are relevant to EI through a global stock-take learning exercise to better position and equip NRC and its partners to promote EI of people affected by displacement.
- Working in Urban Contexts Guidance Note (2017-19), technical guidance and urban CC guidance.
- Projects implemented by NRC EA&Y Country Offices (COs) in urban settings in Uganda, Ethiopia and Somalia, among other countries, although without formal, written strategies.
- The Addis Ababa urban area office team of the Ethiopia CO have recently undertaken an evaluation and multi-sector needs assessment and will be developing an urban strategy in late 2020.
- Engagement with development partners and potential donors on EI and urban programming (notably the World Bank, French Development Agency, and IKEA foundation).

1.2 Strategic ambitions

NRC's programmes in the EA&Y region are increasingly aligned to the Comprehensive Refugee Response Framework (CRRF), in support of durable solutions processes and building resilience to acute shocks and chronic stresses for displacement affected people. NRC EA&Y is implementing activities through its six CCs: Livelihoods and Food Security (LFS); Water, Sanitation and Hygiene (WASH); Education; Shelter/Settlements; Information, Counselling and Legal Assistance (ICLA); Camp Coordination and Camp Management (CCCM).

The intention is to promote NRC as a durable solution to displacement agency with a protection and resilience lens, and with a particular focus on addressing concerns related to: (i) cross border migration and returns; and (ii) economic inclusion and empowerment, targeting returnees, youth and urban populations in particular.

¹ Throughout the strategy document EA&Y refers to the NRC countries of operation in the region: Djibouti, Eritrea, Ethiopia, Kenya, Somalia, Sudan, South Sudan, Uganda, Tanzania and Yemen.

² EI and urban programming are addressed separately in the strategy document and should not be construed as one term. At the same time, however, it is important to note that EI programming is relevant to both rural and urban settings.

EI and urban programming fully aligns with NRC's Regional Programme Vision and Hallmarks, and rights-based mandate, and builds upon the on-going integrated programming addressing the needs of displacement affected communities. This Strategy Document offers strategic considerations for NRC to support the transition from ad-hoc and fragmented EI and urban programming to proactive, longer-term, holistic and integrated EI and urban programming in the EA&Y region. NRC's EI and urban strategic considerations support the overarching objectives of:

- **Securing livelihoods, improving access to economic opportunities and decent jobs** for displacement affected people that can also transform the local rural and urban economies over time and yield the dividends of shifting demographics, with emphasis on women and youth.
- **Improving the role of cash-based programming and market systems as well as social protection and safety net provision**, fitting with efficient provision of services, disaster risk reduction and local economic development.
- **Improving security of tenure and access to safe, affordable, sustainable and resilient essential services (WASH, energy, education, health) and housing**, considering the design parameters to ensure housing/shelter and services meet Sphere Standards,³ the full spectrum of tenure forms and services required to meet and exceed these standards, with a specific bias toward the displaced seeking to integrate locally or re-settle, and their poor hosts in the community.
- **Addressing food insecurity, natural resource constraints, and the adverse impacts of climate change** through helping to build displacement affected people's resilience by improving rural-urban linkages, assisting access to urban markets and improving market infrastructure and facilities (e.g., basic services, establishing basis for food processing), and environmental/ecosystem management at the local level to address water, sanitation, health risks.
- **Strengthening social cohesion and peace building processes in displacement affected communities as a means of developing self-reliance** through integrated, area-based and conflict-sensitive EI and urban programming.
- **Promoting learning, synergies and commitment towards implementation of integrated EI and urban programming** across actors including, government, development organisations, UN agencies, and NGOs/CSOs, among others.

1.3 Document structure

This strategy document is divided into three main parts:

- Section 2 includes a brief discussion on the context in EA&Y
- Section 3 defines EI and urban programming
- Section 4 identifies potential strategic institutional features and entry points for NRC to target in its EI and urban programming.

A number of annexes provide additional key information and analysis:

- Annex 1: SWOT analysis of NRC EA&Y's current programming as it relates to EI and urban
- Annex 2: Strategic opportunities for EI and urban programming to contribute to NRC's global and regional ambitions and to respond to emergent displacement trends and priorities
- Annex 3: Mapping of potential donors and partners
- Annex 4: EI programming entry points
- Annex 5: Urban programming entry points
- Annex 6: Action plan of next steps for NRC RO.

³ For more information about the Sphere Standards see <https://spherestandards.org/>

2 Setting the scene: diversity and complexity in the EA&Y region

NRC's EA&Y region comprises 10 countries, over 375 million people,⁴ hundreds of ethnic groups, dozens of livelihood zones set in varied climatic conditions, differentiated levels of development, and history. This diversity and variability make analysing the EA&Y region exceedingly complex.

This section identifies 10 emerging trends most likely to drive change, open up opportunities, or demand attention in shaping humanitarian response to displacement in the EA&Y region over the course of the next decade. They are not intended to be comprehensive nor a definitive list of the main considerations to be addressed in NRC's EI and urban programming. They are grouped in such a way as to demonstrate the systemic correlation and intersection of different trends and emerging issues that are affecting displacement and humanitarian needs in the region.

1. **Climate change, natural disasters, and conflict.** Distinctions between conflict and climate-related disasters as the immediate causes of displacement are becoming increasingly difficult to make as a range of interlinked triggers and drivers are at play.⁵ Conflict and violence, slow and sudden-onset disasters and food insecurity have all played a significant part in past and current displacement across the region. In Ethiopia, Kenya and Somalia, a combination of rapid urban expansion, conflict over land and resources, and high levels of vulnerability to ongoing drought and seasonal floods, triggers many thousands of new displacements every year. The many causes of displacement frequently overlap in South Sudan making for complex dynamics. Some of the main drivers are the civil war that began in 2013, inter-communal violence and recurrent natural hazards such as floods and drought.⁶ Long term climate projections suggest, overall and noting the country variety and variations, the EA&Y region will become hotter and drier with more frequent extreme events.⁷ Conflict and disasters drive displacement, with the majority of displaced people being internally displaced, while about 30 percent are refugees. The impacts of climate change on the frequency and intensity of extreme weather events and environmental degradation is expected to increase displacement risk further.⁸
2. **Shifting demographics:** EA&Y countries remain at a fairly early stage in their demographic transition, with fertility and birth rates still high relative to death rates. As a consequence, the region is characterised by both a high child dependency ratio, which is a further economic strain on the working population and available resources, and a growing, youth population cohort. Between 70 and 80 percent of the EA&Y population is below 30 years, and around 40 to 50 percent is below the age of 15. In time, with the declining fertility normally associated with improved access to sexual and reproductive health care, education beyond the primary level, and the empowerment of girls and women, child dependency will decline, but for the time being the relatively large increase in the numbers of EA&Y's youth population looks likely to continue. This demographic reality, tied to the ongoing shift in the balance of population from younger to older people, creates risks. Lack of meaningful employment among young people is playing into frustration that has in some instances contributed to social unrest or migration.⁹ The positive potentials in the population dividend are yet

⁴ Comprehensive and reliable demographic data in EA&Y countries is lacking. The most comprehensive global urban database is that published on the World Urbanisation Prospects website of the UN's Population Division, part of the Department for Economic and Social Affairs (UNDESA).

⁵ IDMC. 2017. Reducing Displacement risk in the greater horn of Africa: A baseline for future work.

⁶ Internal Displacement Monitoring Centre (IDMC). Online Displacement Data.

⁷ Osima S., et al. 2018. Projected Climate Over the Greater Horn of Africa Under 1.5 °C and 2 °C Global Warming. Environmental Research Letters, Vol 13: 6.

⁸ IDMC. 2017. Global Report on Internal Displacement (GRID) 2017.

⁹ UNFPA. 2014. State of The World Population: 2014: The Power of 1.8 Billion: Adolescents, Youth and The Transformation of The Future.

to be achieved. Economic factors, such as the fourth industrial revolution,¹⁰ are starting to impact the EA&Y economies, with digitalisation being a major driver, but the decent work dividend is not reaching all people entering the labour market. To mitigate this risk EA&Y countries need to ensure both high levels of job creation and access to basic services, health care, women's rights regarding fertility, and education to realise the dividend that comes with the expansion of a productive labour force.¹¹

3. ***Urbanisation of displaced population:*** Urbanisation is an established trend in the EA&Y region, associated with the region's demographic transition, with over 30 percent of the population, now living in urban areas. By 2030, this proportion will be above 40 percent. Urban migration is driven by both push and pull factors. Pull factors to the urban areas are the cash economy with potential improved livelihoods, security, access to education and basic services. These are major factors, especially for youth and young families, in attracting them to urban areas. Push factors will continue to be the absence of improved economic opportunities in rural areas, the lack of basic services, and fragile livelihoods in terms of conflict and environmental issues, as climate change increases the intensity and frequency of extreme weather events. The scale and changes in the level of urbanisation across EA&Y countries, and the trajectory of their urban transition, is greatly complicated by the scale of forced displacement and the existence of large concentrations of IDPs and refugees in and around urban areas. Where the United Nations High Commissioner for Refugees (UNHCR) was involved in situations of internal displacement in 2019, two out of three IDPs were in urban areas.¹² In Sudan, for example, 70 percent of the refugee and displaced population is out of camp. In Uganda, more than 80,000 refugees are living and working in Kampala. It is estimated a sizeable group of refugees and asylum seekers in Ethiopia are living out of camp, including over 33,000 who are registered as urban refugees in the capital Addis Ababa. According to UNHCR about 50,000 refugees are living in Nairobi, though unofficial estimates are even larger.¹³ Humanitarian response in urban areas is more complicated by the mixed range of people and needs in densely populated areas, the limitations of public service delivery, and the presence and proximity of different governance actors. All factors complicate how interventions are designed and implemented in urban settings highlighting that not all approaches and tools cross over from rural programming.
4. ***Future of health, pandemics and epidemics.*** The current COVID-19 outbreak dramatically raised awareness of the global burden of pandemics and infectious diseases, raising questions about the preparedness of public health systems. Infectious diseases remain a major public health concern in the EA&Y region, with more frequent emergence of epidemics and pandemics. Persistent threats also continue with the challenges around ensuring safe access to water, sanitation and hygiene (WASH) in both rural and urban areas and the host of negative health outcomes associated with these challenges, some epidemic in nature.¹⁴ Yemen and Ethiopia, for example, are currently experiencing a cholera epidemic; where cholera, and related water borne diseases are chronic if not endemic. Moreover, rapid demographic growth, migration and density, increased movement of people and animals, and changes in land uses are the main processes linked to the prevalence of zoonosis in urban areas which is an emerging concern.¹⁵ Limitations in data as well as physical access leaves vast areas of the EA&Y region out of the international focus, thus leaving people

¹⁰ Fourth industrial revolution refers to how technologies such as artificial intelligence (AI) and machine learning, 3D printing, and the Internet of Things (IoT) are altering traditional manufacturing and industrial practices.

¹¹ Cilliers J. 2018. Getting to Africa's Demographic Dividend. Africa Report, Institute for Security Studies.

¹² UNHCR. 2019. Global Trends: Forced Displacement in 2019.

¹³ IRC. 2012. Urban Refugees. International Rescue Committee.

¹⁴ UNICEF. 2016. The Impact of Water, Sanitation and Hygiene on Key Health and Social Outcomes: Review of Evidence.

¹⁵ Ahmed S. et al. 2019. Does urbanization make emergence of zoonosis more likely? Evidence, myths and gaps. Environ Urban; 31(2): 443–46.

vulnerable to illnesses now preventable with promotive public health measures. This tends to be a major dividing line in the understanding of rural-urban dichotomies and can also be applied to the nature of development across the region being focused on a number of key urban areas to the detriment of small market towns and their rural hinterlands.

5. **Poverty, entrenched inequality, and food insecurity.** The convergence of conflicts, climate change, and the COVID-19 pandemic and its resulting economic impact, has undermined the goal of ending poverty by 2030.¹⁶ An increase in urgent food assistance across EA&Y countries, coupled with climate and conflict, and exacerbated by weak regional infrastructure, has created an overwhelming burden on food security. With greater extremes of weather, rural areas reliant on predictable seasons become further stressed. Coping mechanisms communities have developed are no longer effective given pressures on land use from increased population. Weak coverage for new digital cash-based safety nets remain a major challenge alongside questions as to what the transfers are meant to achieve. Moreover, displaced people are often not part of longer-term safety nets, only becoming recipients after they have already impacted by crises. When in place, and cash is sent to rural areas, there remain issues of access to markets allowing people to get best value for money in terms of essential goods (such as food, transport, and health services). In urban areas, an increasing number of the population, especially the most poor and vulnerable groups (not only IDPs, but also women-headed households, refugee, returnees, persons with disabilities and youth) are living in precarious conditions, lacking access to basic services (water, sanitation, electricity), isolated from livelihood opportunities and vulnerable to forced evictions or homelessness.
6. **Endurance of exclusionary political settlements.**¹⁷ The challenges of growing poverty and inequality are compounded by a host of other factors, including weak states and competing governance formations. EA&Y has struggled to establish democratic states. Gains won during the 1990s have stalled or even been reversed. Competitive-authoritarian political systems have emerged where elections have been held but the manner oppositions were involved is seen as poor when it comes to offering choice of government. Credibility of governance is further undermined by the manner the technical levels of government function. Patronage is regularly cited as an inhibitor of competence and an enabler of corruption. The overall quality of EA&Y's democratic credentials is continually undermined by conflict centred on South Sudan, Sudan and Somalia. This feeds global talk of dysfunctional states or areas lacking in the rule of law acting as recruitment and training grounds for global extremist and terrorist movements. Additionally, the effective one-party system of Djibouti and the unitary state of Eritrea continue to be used, or blamed by global actors, in the lack of concerted actions to address these extremist movements. Kenya has all the appearances of near perpetual political campaigning as Tanzania slips insidiously toward a unitary approach where suppression of opposition and external influences is a major cause for concern. Ethiopia, following on the Nobel prize winning, is struggling with internal conflicts rooted in questions of self-determination. Its state posturing regarding control of Nile waters highlights how regional issues supersede the capability of individual countries to resolve longer term challenges faced by people throughout the region.
7. **The increasingly protracted nature of displacement:** Across the EA&Y, seemingly interminable crises in Somalia, South Sudan, Sudan, Yemen, Ethiopia and northern Kenya. The EA&Y region

¹⁶ World Bank. 2020. Poverty and Shared Prosperity.

¹⁷ According to Edward Laws and Adrian Leftwich, "political settlements can be viewed as the informal and formal processes, agreements, and practices in a society that help consolidate politics, rather than violence, as a means for dealing with disagreements about interests, ideas and the distribution and use of power. Political settlements evolve; they can include, but are not limited to, specific agreements like peace deals. They include negotiations between leaders and followers, not just among elites. And they can be sub-national or sectoral as well as national." For more information see Laws, E. and Leftwich, A. (2014) Political Settlements. Concept Brief 1. Birmingham: DLP.

has seen an increasing number of displaced people in protracted situations, as fewer IDPs and refugees are able to return home. Crises resulting from political instability and a rise in terrorism are expected to continue and expand in EA&Y as groups exploit the inequality, inequity and lack of voice among those not in positions of power or influence. Protracted localised crises continue, with only limited stabilisation. Research suggests that one in 40 refugee crises are resolved within three years, most last for decades and most people in displacement remain displaced for years.¹⁸ Humanitarian organisations seeking to promote self-reliance and livelihoods amongst people in protracted displacement are seeking to double down on efforts to progress from models of assistance largely focused on emergency response towards a more holistic response to the challenges and opportunities available to displaced people.

8. ***Changes in donor influencers: private sector and philanthropy.*** Forced displacement continues to drive humanitarian assistance needs across EA&Y. At a time when public donor engagement is increasingly short term and politicised,¹⁹ philanthropy and the private sector stand apart, with their resources growing as a proportion of total development and humanitarian assistance. Foundations and the private sector bring a complementary set of new potential partners, approaches, models, and types of funding centred on achieving the Sustainable Development Goals (SDGs). Mastercard Foundation's Young Africa Works Strategy is working towards enabling 30 million young people in Africa to secure employment by 2030 through financial inclusion of small business, training, and connecting employers and job seekers using technology. The IKEA Foundation has committed EUR100 million in grants in East Africa over five years for programmes assisting refugees and hosting communities to improve their incomes and become more self-reliant.²⁰ Hilton Foundation is helping alleviate suffering of civilians in Yemen impacted by the civil war. Additionally, public-private partnerships are evolving as corporate engagement is developing beyond traditional corporate social responsibility (CSR) into creating shared value.²¹ Global supply chains have highlighted the exploitative nature of primary resource extraction, itself creating displacement, and the desire to satisfy shareholders and stakeholders across the globe. The rise of regional companies (such as Safaricom, East African Breweries, Equity Bank, among others) is highlighting the need for longer term strategy emphasising social engagement where customers' wellbeing is linked to wider socio-economic work.
9. ***Localisation: push to decentralise governance and localise NGOs.*** Work is underway by several key humanitarian and development actors on the use of country systems.²² The questions posed under previous trends, are pertinent with issues surrounding accountability and decentralisation. Special regulation or partial suppression of the law, for example in Kenya, have created new problems noting accountability of political and technical elites. The localisation of NGOs remains open to interpretation by INGOs and donors, where considerations in terms of cost and accountability are regularly unspoken elements of equations determining the realities of implementing policies. The issue of equality of opportunity and granting all an equal ability to have their voice heard remains at the root of the dialogue. Civil society terminology and how people are regarded as beneficiaries of charity rather than people with the ability to be self-reliant remains fundamental in terms of the dynamics surrounding rights and dignity.

¹⁸ Crawford, N. Et al. (2015) Protracted Displacement: Uncertain Paths to Self-reliance in Exile. HPG Commissioned Report. London: ODI.

¹⁹ For example, Development Assistance Committee (DAC) donors such as the UK's Foreign, Commonwealth and Development Office (FCDO) and the United States Agency for International Development (USAID), but also non-DAC donors such as China, Turkey, and UAE, among others.

²⁰ The role of the Global Compact on Refugees in the international response to the COVID-19 pandemic by UNHCR.

²¹ A shared value approach is based on the idea that companies can increase profits and enhance their competitiveness while simultaneously addressing economic and social problems.

²² OECD. 2010. The Development Co-operation Report: Country Systems, and Why We Need to Use Them.

10. **Digital transformation of humanitarian assistance.** New technologies are transforming societies and this is true of humanitarian assistance. The availability and usage of mobile phones and social media platforms by people affected by displacement, and geospatial technologies, artificial intelligence and unmanned aerial vehicles (UAVs) providing near-real-time data to improve the decision-making of first responders engaged in natural disasters and humanitarian assistance efforts are just some examples of this.²³ Changes in technology, combined with growing access to financial services, urbanisation and the spread of cash-based approaches providing the basis for government social safety nets, are also creating opportunities for humanitarian support to reach displaced people in new ways.²⁴ For example, through the use of digital payments as relief provisions with e-vouchers and mobile money. 2020 is seeing a speeding up of how governments levy taxes through corporates they can hold accountable. In turn this has implications on the informal economy and precarious employment²⁵ as all transactions go digital and have tax levied on them. This is creating possibilities for taxation of consumption without the commensurate development of feedback loops on how tax revenues are spent. Security considerations with INGOs and the UN have also seen the adoption of remote programme/project management approaches and technology. ‘Design by Google’ may be a euphemism for the manner programming is undertaken by remotely rather than using the digital transformation to grant voice and engagement of displaced people and displacement affected communities.

Responding to the challenges and opportunities posed by the 10 trends presented in this section will require more proactive, longer-term and holistic EI and urban programming. If the present trends and indications of actions reinforce the status quo, the likelihood is that EA&Y’s displaced population will remain trapped in extreme poverty, exclusion and marginalisation, with limited access to services and job opportunities and at increased risk of violence and conflict.

²³ EU. 2019. Technological innovation for humanitarian aid and assistance. Panel for the Future of Science and Technology. European Parliamentary Research Service (EPRS).

²⁴ ODI. 2016. Time to let go: Remaking humanitarian action for the modern era. Humanitarian Policy Group (HPG).

²⁵ Precarious employment refers to informal or temporary employment that may be poorly paid, insecure, and unprotected.

3 Definitions and meanings

3.1 Economic Inclusion: one term, many meanings

Building from work undertaken in the first phase of the Global Economic Inclusion Learning Project (EILP) funded by the Hilton Foundation, EI is seen as a concept, an approach, and an outcome.²⁶ EI is defined as an economy where everyone, inclusive of displaced and disenfranchised people, regardless of their citizenship, gender, age, social and economic status, and other circumstances, has equality of access to the enabling infrastructure. This includes assets such as finance, education and legal status, essential to take an active role in labour markets, the undertaking of entrepreneurship and more general economic opportunity.

Displaced populations tend to be linked with the poor, regularly economically disenfranchised, in the host communities. Seeking to achieve full access to employment brings forward the need to adopt a more holistic approach to programming. NRC is active for displacement affected communities, directly delivering the employment enabling infrastructures at individual and community levels. This is supported by advocacy and policy influencing to address the inequality of opportunities apparent across the EA&Y region.

EI programming also requires engagement on social inclusivity, impacting the political will to address exclusion and the resulting inequity (see diagram on right in terms of how EI fits to the Sustainable Development Goals (SDGs)).

Political stability and social cohesion are critical assumptions regarding certain elements of building full economic inclusion. Social inclusivity fits to the EI elements and how factors such as lack of proper documentation, ethnicity, gender, and religion are used to reduce competition, maintain the present status quo possibly to the detriment of building inclusive growth. The defining of markets through the range of a good²⁷ is critical, and fits with how any of us decide on different sources for products and services, if there is choice in the market.

Displacement has taken on a new dynamic with individuals headed to urban centres. This reinforces issues related to legal recognition to permit economic activity. The concept of mixed embeddedness²⁸ has developed as an approach, led out in Europe, but all the elements are apparent in NRC's work in EA&Y, to take forward the legal, social and economic elements required for individuals to be economically active. The regulatory elements fit with social considerations in how individual and collective exclusion can be imposed by authorities or social norms. Whilst addressing the legal and policy elements, underlying behavioural change needs defining and addressing through quality research, analysis, mediation and communication.



²⁶ Reinforcing NRC Global Economic Inclusion Thematic Review use of the UN (OHCHR. 2006. The Rights of Non-Citizens) and EBRD definitions.

²⁷ The range of a good is the distance people have to, or will, to travel to get a particular product or service.

²⁸ The mixed embeddedness approach refers to the fact that migrant entrepreneurship is influenced by entrepreneurs' embeddedness in the institutional contexts where they develop businesses (the laws, rules, market characteristics, etc.) and in the social sphere (networks of social relations). It is a commonly used term in migrant entrepreneurship research.

The separation of ‘economic’ from ‘inclusion’ draws out features of how self-reliance is viewed. Given the work with families/households and communities, individuals may not be equitably included. To cause positive change in any community, the possibility of working with positive discriminatory approaches is already being undertaken by NRC. For example, feminist economics brings forward matters of how economic activity can be measured from women’s perspective highlighting the issues of unpaid work and its contribution to family wellbeing. Research and analysis on paid and unpaid work highlights gender divides and structural inequalities that remain in need of social behavioural change to develop inclusion.²⁹

Noting the gender dynamics, financial inclusion is becoming intertwined with access to digital working.³⁰ Whilst savings for the majority remain an aspiration, it has been shown all people, including the extremely poor, are able to save once given the opportunity and support to do this critical building block for empowerment.³¹ Such approaches will tie with insurance and futures work on crop assurance as possibilities to offer some financial flows out of season and countering the growing weather uncertainties. They can also be the basis for empowerment and self-reliance by building some resilience to the precariousness of employment ('saving for a rainy day').

The capability to work digitally is a fundamental element for displaced people's empowerment and inclusion. Control of devices, hence finances, remains an area where research can drive further practical actions to enhance inclusion. Such practical action requires specific skills sets to enable skills transfer, especially if those excluded from formal education are to benefit. The perception of how digitalisation has excluded the elderly can be used to advantage, with the youth taking on a lead role in skills transfer to others in their community.

Self-reliance is critical in terms of how EI is promoted. Building from the basic definition: one's own powers and resources, noting the community and being able to value the knowledge, expertise and skills at community and economic ecosystem level, self-reliance is intrinsic to inclusion. Self-reliance is part of area-based approaches (ABAs) where the recognition of knowledge and skills already in the community can be built on to develop community self-reliance through mutual support and development. The possibilities to take forward self-reliance as a means to measure inclusion are to be explored and fit with inclusion through active participation and ownership building the basis for resilience.

Local economic development (LED) is linked to EI and the involvement of all stakeholders as a way to change how we work with communities and government. LED approaches can be linked to cash-based programming. 2020's pandemic has stalled work on social safety nets emergent from cash-based response work.

The underlying problem remains the lack of basic service availability and access. Basic service provision firstly requires capital works and then innovative approaches to build access and maintenance. In all situations, notably protracted displacement, demands on basic services remain far higher than provision of these services. Choices arise as to the efficiency of meeting these needs through service provision by external actors or the effectiveness working through the community, transferring skills allowing the community to build basic services and increase self-reliance and resilience.

²⁹ See UNWOMEN and Women's Budget Group (WBG) sources.

³⁰ According to the Federal Deposit Insurance Corporation (FDIC) economic inclusion means that all consumers have access to safe, affordable financial products and services.

³¹ MircoSave. Savings for the Poor: Need, Opportunities and Challenge; Grameen Foundation. 2013. Solutions for the Poorest. Insights of Savings Behaviour of Clients; Center for Global Development. 2013. Savings by and for the Poor: A Research Review and Agenda. These papers grant different perspectives on savings and approaches to facilitate and enable people to manage their savings.

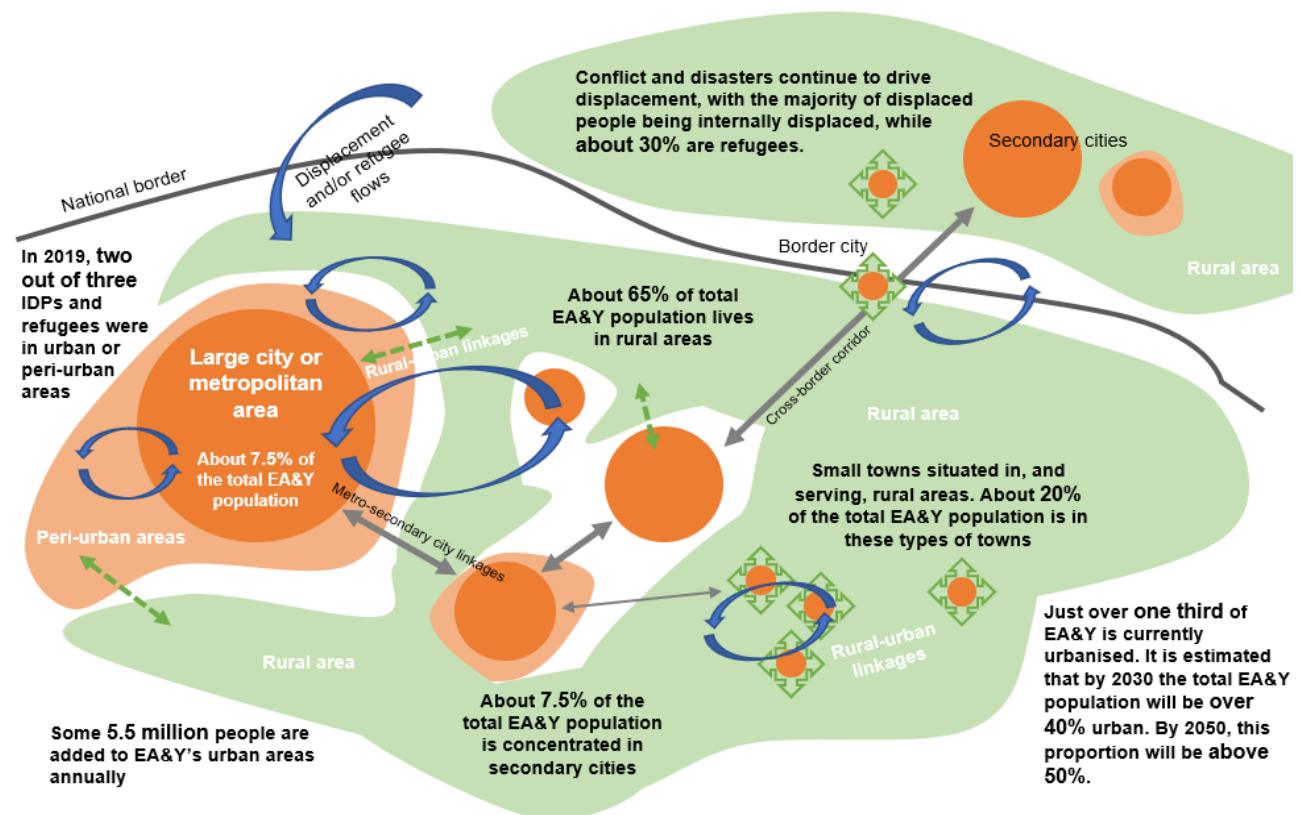
With this in mind, the possibilities for LED becomes critical in terms of enabling value creation through service delivery by small and medium-sized enterprises (SMEs).³² Undertaking analysis of the range of a good, the basis of Emergency Market Mapping and Analysis (EMMA) toolkit,³³ it is possible to gain new insights on possibilities for value chain development and the localisation of services and product added value. Such approaches give fresh views of what communities see as possibilities to build self-reliance and generate growth and offer greater opportunity for inclusion.

The definition of EI points in the previous section points us to higher level, impact or outcome-oriented indicators where NRC works towards economic empowerment and inclusion in a building block approach using the present CCs to deliver aspects of economic development and social inclusion. Economic inclusion practices require a new lens to define markets and economic activity and redefine community and inclusion related to administrative boundaries.

3.2 What does ‘urban’ mean?

What constitutes an urban area is conceptually and practically ambiguous. There is no universally accepted standard for distinguishing urban from rural areas. In practice, countries classify urban areas using a variety of criteria. The key ones being: population size, population density, presence of certain infrastructure and services linked to geographic setting, administrative status (in the governance structures) and employment composition.

Figure 1: Depicting urban change and displacement processes



³² Kowalkowski C. et al. 2013. Any way goes: Identifying value constellations for service infusion in SMEs. Industrial Marketing Management. Vol. 42: 1

³³ The EMMA toolkit was evolved and contextualised by ILO with Practical Action to look at Mogadishu market influences across Somalia and into southern Ethiopia and North Eastern Kenya.

Broadly speaking, urban areas are defined as settlements, themselves defined as demographically large, relatively densely populated, built-up areas. They are composed of a city and of a peri-urban surrounding area (commuting zone³⁴) whose labour market is integrated with the city.³⁵

Urban areas play a vital role as economic, social, production, administrative or logistics centres within the national/sub-national and regional contexts. The word ‘urban’ to many evokes an image of a large city or a metropolitan area. However, many urban areas are smaller secondary or regional cities and towns. The boundaries between urban and rural remain porous, and there is a high degree of interconnection and interdependence between them, as a continuum characterised by rural-urban linkages around livelihoods and market access, as shown in the figure in the previous page.

Well-functioning systems of secondary cities and small towns are critical to efficient and resilient rural regional economies and those of large cities and metropolitan areas. Urbanisation over time has been shown to increase rural and urban incomes but parallel improvements depend on the strength of rural-urban linkages. In EA&Y, this is being held back by poor infrastructure, particularly rural feeder roads offering better access to urban markets and services, and in many cases, compounded by the security situation. Such access to markets works in reverse as well with a lack of basic service provision and a lack of choice in terms of, particularly, cooking fuel and electric power generation causing further issues environmentally as well as economically.

Re-imaging refugee camps as urban areas

The special circumstances in the urbanisation of displacement notwithstanding, because of the protraction of the time of the emergencies, many refugee settlements have more in common with urban areas than they do with temporary camps. Their size, population density, layout/morphology, concentration of infrastructures, social and economic profiles, and the trading activities they have developed give them urban characteristics. Some countries are exploring new approaches and models in which displaced can become self-sufficient faster and can contribute to the economic development of their host countries. In Uganda, Bidibidi houses about a quarter million refugees from South Sudan. Instead of rows of white tents and other temporary-looking structures that are typical in refugee camps, Bidididi's houses are small huts with thatched roofs like those found all across East Africa, and schools, health centres and other infrastructure are being built for permanence. Kalobeyei in Kenya, a new settlement close to the Kakuma refugee camp, was established in 2015 to improve the conditions of refugees and host communities through an integrated approach.

Sources: Montclos P. et al. 2000. A. Refugee Camps or Cities? The Socio-economic Dynamics of the Dadaab and Kakuma Camps in Northern Kenya. Journal of Refugee Studies, Vol. 13: 2; National Geographic. 2019. In Uganda, a unique urban experiment is under way. Online Article; Wernick A. 2019. In Uganda, a refugee camp becomes a city. By The World; WEF. 2017. How to turn refugee camps

The characteristics of urban displacement

The scale and changes in the level of urbanisation in EA&Y and the trajectory of its urban transition, is greatly intensified by the scale of forced displacement and the existence of large concentrations of IDPs and refugees in and around urban areas. Rapid urbanisation already presents an enormous challenge for many EA&Y countries, which is significantly aggravated when coupled with large-scale displacement within and into urban areas.

³⁴ Commuting zone captures travel to work as well as access education, health, culture, or shops, among others.

³⁵ The proposed definition is informed by a method to delineate cities, urban and rural areas for international statistical comparisons that was submitted for endorsement to the 51st meeting of the UN Statistical Commission in March 2020. This new method, called the Degree of Urbanisation, and prepared by the European Commission, ILO, FAO, OECD, UN-Habitat, and the World Bank, classifies the entire territory of a country along the urban-rural continuum. It combines population size and population density thresholds to capture the full settlement hierarchy. For more information see: <https://unstats.un.org/unsd/statcom/51st-session/documents/BG-Item3j-Recommendation-E.pdf>

Displacement is increasingly an urban and dispersed phenomenon, with settled camps becoming the exception. Pull factors to the urban cash economy and livelihoods, security, access to education and basic services, are major factors for IDPs, refugees and economic migrants, especially for youth and young families, in attracting them to urban areas. New urban IDPs and refugees tend to concentrate in informal and unplanned peri-urban areas while older arrivals have often settled in more central locations. Nevertheless, many IDPs and refugees, particularly those living in underserved informal and peri-urban areas, find themselves vulnerable to repeated displacement, through eviction, disasters (notably flooding and vector borne illness) or urban violence, insecurity and conflicts.

Urban areas need to be understood as comprising different inter-locking systems. These systems include, amongst others, politics and governance, infrastructure and services, market systems (economy), and social and cultural systems,³⁶ and to take them all into account requires a more holistic and spatial approach.³⁷ The inter-connectedness of these systems, as well as their external linkages, is one defining characteristic of urban areas, as is the density and heterogeneity of urban neighbourhoods (in terms of population characteristics, for example), and the presence and proximity of different governance actors (both formal and informal) amplifying the challenge of coordinating action between multiple stakeholders.

To summarise, the key characteristics of urban areas are as follows:³⁸

- There is a significantly higher number of affected people who may be gathered together densely or spread out over a wide area depending on the crisis.
- Multiple stakeholders exist including various ‘community’ networks, local/state/regional government, utilities, private sector, community-based organisations (CBOs)/civil society organisations (CSOs) gangs and other groups, each with different priorities and accountabilities.
- Land can be a particularly difficult aspect of urban space: convoluted ownership/right to land arrangements are impacted by social, political, and economic factors.
- Environmental degradation and pollution, in particular where there is lack of governance and planning to absorb urban influx and growth (infrastructure and supply systems)
- The population is highly mobile: moving day-to-day between home and work, connected to other rural and urban areas and more likely to move home.
- It is difficult to identify who within a population can be considered representative of that group.
- The population is highly diverse, with no common level of vulnerability, capacity or needs.
- Vulnerable people may be hidden in a dense population, and may not wish to be identified.
- The population tends to have multiple sources of information: radio, relatively high levels of mobile phone use and internet connectivity, provide the potential for information to be spread rapidly to large numbers of people.
- An economic continuum of interlinked business operations that can be characterised as a ‘hybrid economy’ that embraces the traditional and the modern, the small scale and the large scale, and the informal and the formal.
- Access to goods and services through the market is generally higher in urban areas and markets are more highly developed.

³⁶ Campbell, L. 2016. Stepping back: understanding cities and their systems. ALNAP Working Paper. London: ALNAP/ODI.

³⁷ Spatial approaches involve programmatic interventions related to land and shared/networked infrastructure and their coordination at different levels (national, regional, local, neighbourhoods/community), with strong involvement of public and private actors.

³⁸ With information from Campbell, L. (2017) ‘Working with people and communities in urban humanitarian crises’ ALNAP Working Paper. London: ODI/ALNAP; Knox Clarke, P. and Ramalingam, B. (2012) Meeting the urban challenge: Adapting humanitarian efforts to an urban world. ALNAP meeting paper. London: ALNAP/ODI.

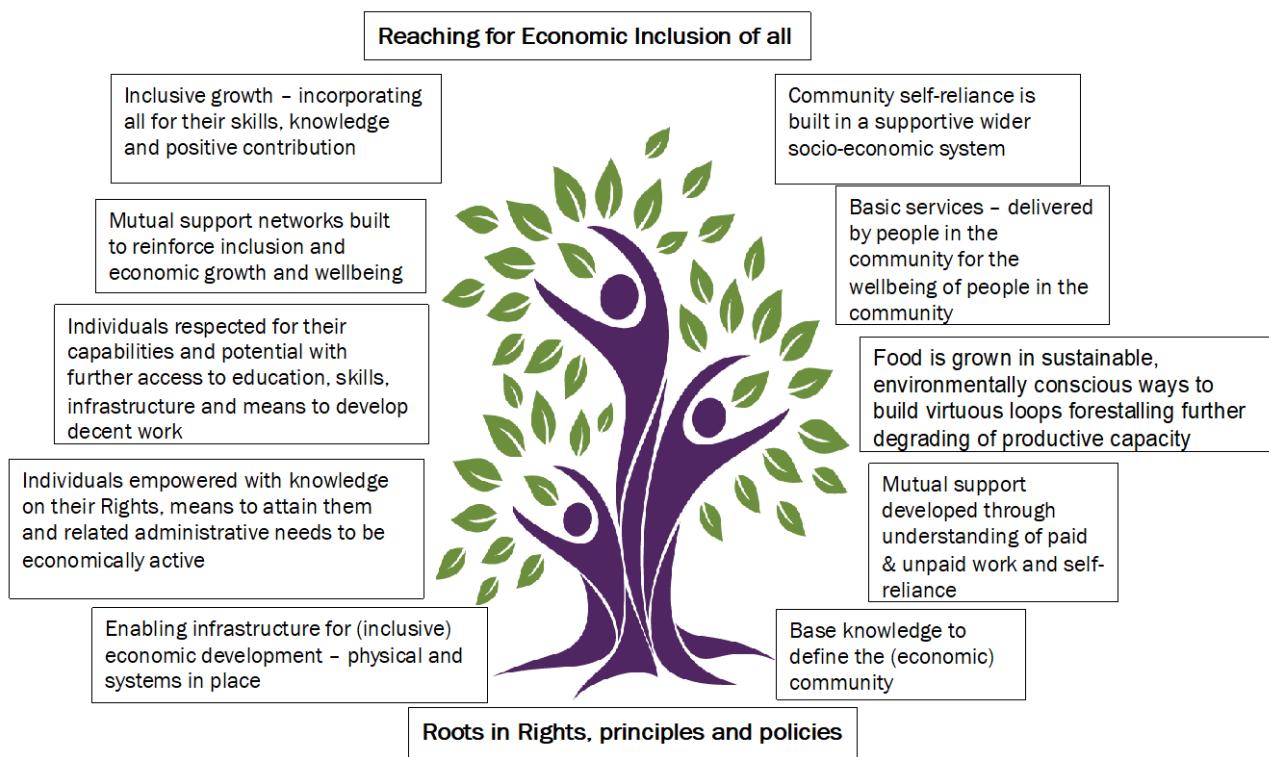
4 Strategic options and entry points

This section identifies potential strategic institutional features and entry points for NRC to target in its EI and urban programming. It is informed by significant consultation with NRC staff at CO, RO and HO levels as well as a SWOT analysis of NRC EA&Y's current programming as it relates to EI and urban (please refer to Annex 1 for more information) and a review of strategic opportunities for EI and urban programming to contribute to NRC's global and regional ambitions and to respond to emergent displacement trends and priorities (Annex 2). With regards to EI programming, these represent outcome and impact oriented economic and inclusion considerations to define markets and economic activity and redefine community and inclusion; for urban programming they represent primarily process-oriented considerations to enable NRC navigate the complexity of urban areas and achieve results. In both EI and urban programming, the considerations of self-reliance are taken as a basis for sustainable and resilient programming, granting ownership and capability to replicate across geographic areas and between local partners.

4.1 Economic Inclusion programming

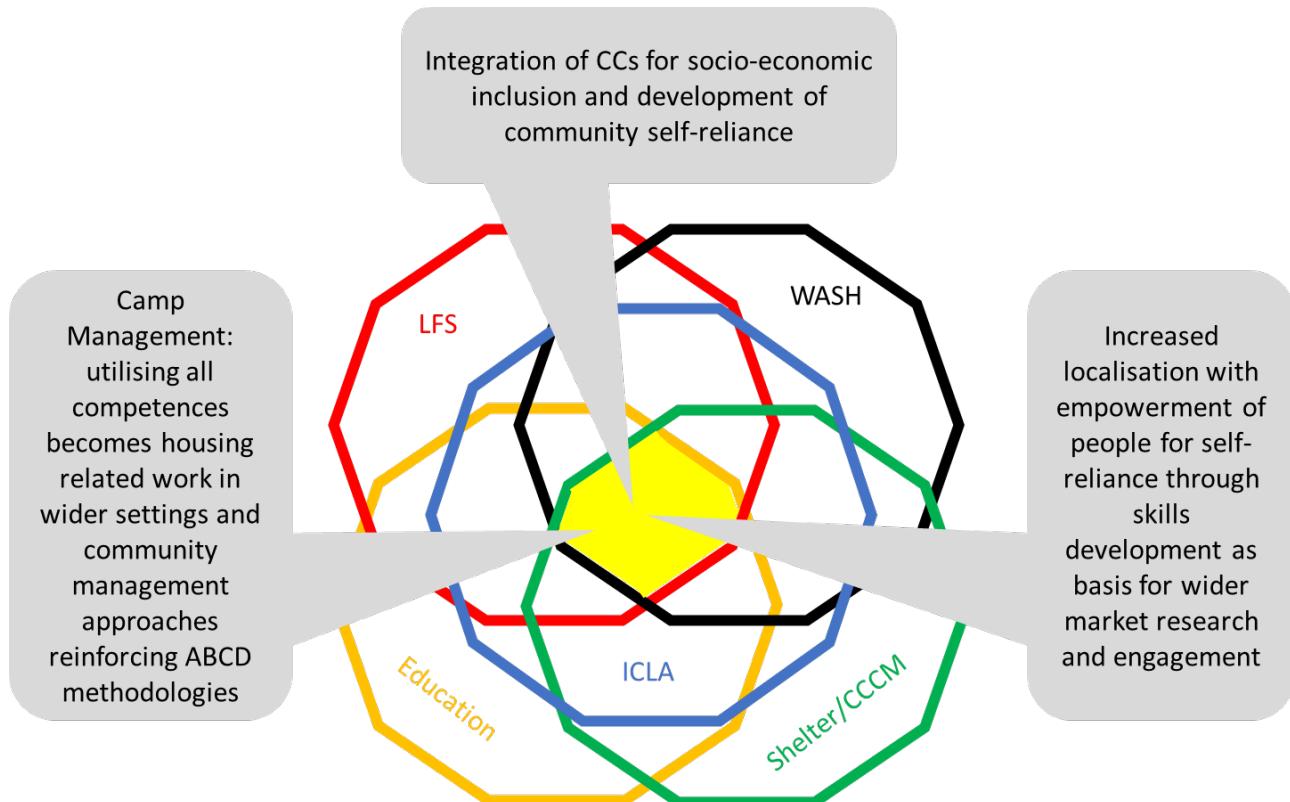
The overall objective of EI programming, accordingly, is the enhancement of displacement affected communities' economic opportunities and self-reliance, without discrimination or exclusion, addressing underlying causes of inequity. Reaching for EI gives a picture of how it is founded in rights, principles and policies. Economic and social inclusion develops in terms of the base knowledge of the present situation and having the enabling infrastructure in place. In Figure 2 below, the right side of the tree is predominantly community, collective, elements and the left side, mainly, individual. However, they are all part of the growth in EI being achieved. Understanding of everyone's contributions to the households and community in terms of paid and unpaid work in the economy. Valuing the potential skills and motivations already with people before skills are input. Building mutual respect through understanding of how self-reliance is developed by being inclusive economically and socially. Inclusion and self-reliance facilitating economic growth. The displacement affected community addressing its own issues and contributing to global problem solving in terms of environmental degradation and climate change.

Figure 2: Reaching for Economic Inclusion: rights, principles and policies



The fundamental building blocks for NRC's economic programming (i.e., LFS CC encompassing cash and markets, WASH, ICLA and related HLP rights highlighting protection considerations, Education) and how to better integrate them towards supporting EI are already in place (see Figure 3). It is a matter of developing how these blocks fit together in the various stages of humanitarian response and recovery/resilience, into proactive engagement to address inequality of opportunity driving displacement and forestall further crises. Such work requires individuals, households and communities to be integrated on wider systems supporting them when crises are at a scale requiring country- or even region-wide actions.

Figure 3: CCs as building blocks for EI



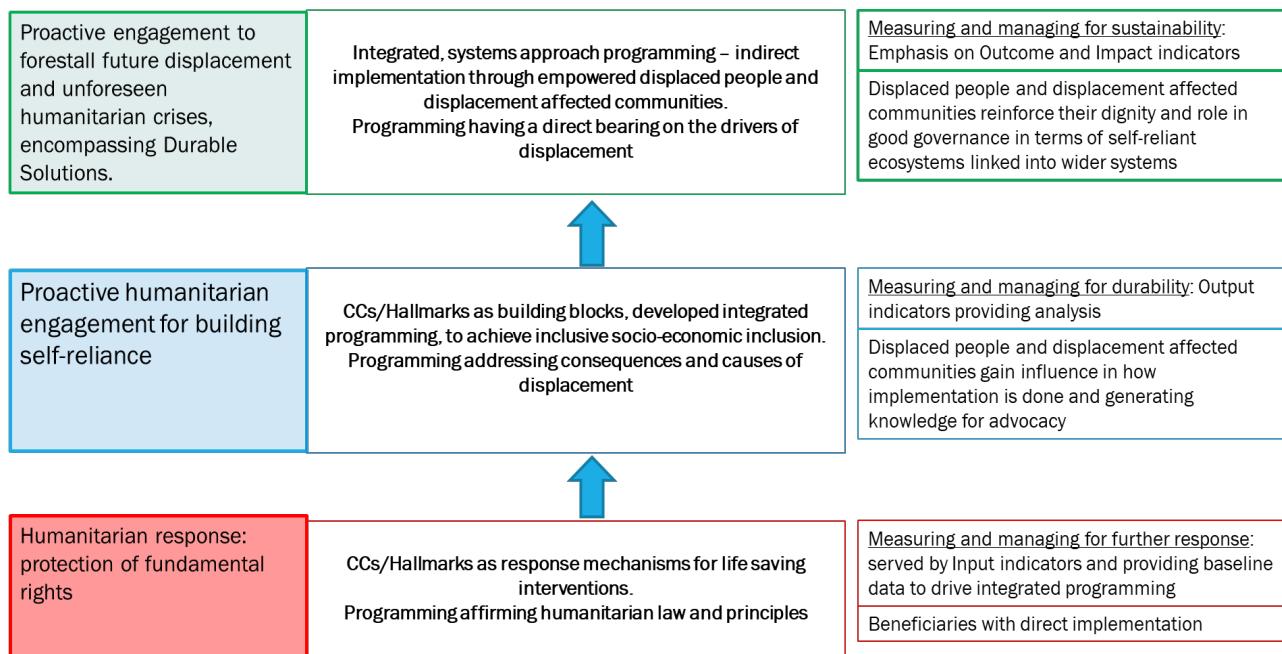
Cash-based responses have accelerated with specific targeted displaced groups. However, displaced people are not systematically included and regularly only receive responsive, emergency, cash relief. It is often assumed or stated that market driven elements function to provide basic services and address vulnerability. The questions of exclusion have grown both in terms of original targeting and the functioning of the market service provision as there are major considerations regarding inequality of access to services and economic opportunities. This is apparent for displaced people in general, and women, youth, increasingly the elderly, as well as those with disabilities in particular.

Further analysis developing on socio-economic systems, notably systems thinking in programming, highlights the factors of how one part affects another, and how small changes, positive or negative, affect other parts of the system causing further changes system wide. The consequence of this is that for EI to be attained, systems wide approaches have to be undertaken with an understanding of how one intervention will have a consequence in the wider system. For example, by targeting a specific group, other groups in a community can feel excluded triggering counter-productive reactions.

Since work is ongoing, the need to be aware of where we are and how we can build a phased approach is also key. Figure 4 below seeks to model the humanitarian-development (NEXUS) continuum that is regularly spoken on but challenged in EA&Y as a result of the protracted conflicts and situations driving displacement. Most of NRC's current programming falls primarily in the humanitarian response (red stage) and enabling humanitarian response for self-reliance stages (blue stage) with proactive

engagement to mitigate future displacement crises (green stage) seen potentially as an ambition for NRC to target in the longer term. The left-hand side of the schematic notes these stages. On the right-hand side, there are a number of points to sponsor dialogue regarding how displaced people and displacement affected communities are engaged as beneficiaries, as communities with their diverse stakeholders, and as people who can take ownership of advocacy messages, turn policy into practice and develop solutions from within their own resources.

Figure 4: EI programming evolution along a humanitarian-development continuum



Clearly, it is not a smooth set of transitions and protracted crises situations have humanitarian organisations continually moving between the different programming stages. The way forward is built on strategy development factoring in external factors and developing internally to take advantage of opportunities whilst dealing tactically with threats to operations in a systematic approach. This can facilitate the transfer of skills and responsibilities to displacement affected communities. Even within the response phase where disaster management approaches can empower vulnerable communities moving the operations into humanitarian proactive engagement building on the principles of self-reliance. Moreover, this entails EI programming moving beyond simply coordinating CC to full integration and development of longer-term approaches and outcome and impact oriented economic and social inclusion indicators.

Suggested interventions are identified within four strategic EI programming entry points for the short-term (i.e., interventions that build on NRC's existing CCs strengths and can be designed/prepared and start implementation within the next two years) and for the medium to long term (i.e., interventions that can be designed/prepared within the next two years but may require NRC to expand its ambitions and/or adopt new approaches and their implementation is likely to take longer):

Table 4: EI programming entry points and interventions³⁹

Entry point	Suggested interventions	
	Short term	Medium to long term
Addressing food security and	<ul style="list-style-type: none"> • In-depth research into food systems, mapping opportunities 	<ul style="list-style-type: none"> • Environmental management – use of 'soft' engineering for

³⁹ Annex 4 provides additional information on the EI programming entry points and process.

natural resource management given endogenous and exogenous shocks	<p>for, and threats to, innovative approaches in building economic inclusion through empowering, notably, primary producers.</p> <ul style="list-style-type: none"> ● Empowerment through skills transfers in identified economic sectors with potential for sustainable livelihoods. ● Use of cash transfers to stimulate local production (not food importation) ● Local production support and added value through the food system (production, processing, storage and logistics into wholesaling and/or markets), blending local markets to meeting other market demands where the community has an advantage in production and processing ● Crop diversification and introduction of new improved, low input production methods ● Address resource blocks: establishment of community-controlled safety net fund and innovation starter fund 	<p>water management and development of, for example, fodder crops. Development of arboriculture⁴⁰ addressing cooking fuel.</p> <ul style="list-style-type: none"> ● Wider environmental works undertaken changing nature of cash for work, employment intensive infrastructure projects, noting past history undermined social responsibilities (for example the cleaning of drainage and irrigation channels) ● Partnership with private sector to develop crop futures, insurance and assurance schemes ● Building on crop diversification, technology and techniques to change seasonality of production ● Communication of outcomes noting factors the interventions were impacting as means to advocate for scaling up of approaches.
Basic service provision	<ul style="list-style-type: none"> ● Analysis undertaken to gauge how changing the dynamics of service delivery would impact power balances. Guided Sphere Standards regarding the range of a good and services, offering a baseline for development of community-based basic service management and delivery ● Transfer of skills to support community-based service delivery ● Use of blended learning and on-the-job training for skills transfer 	<ul style="list-style-type: none"> ● A change in the strategic horizon in terms of technology transfer, fitting with partnerships to higher education institutions and sponsoring entrepreneurship in displacement affected communities. ● Sponsoring outreach, forestalling displacement caused by lack or poor basic services ● Advocacy regarding how ownership through social enterprise and entrepreneurship changes the dynamics of basic service delivery. ● Advocacy for land tenure and property issues causing fragile livelihoods and undermining wellbeing. This, as the basis for

⁴⁰ Arboriculture focuses on how plants and crops grow and respond to cultural practices and to their environment.

		self-build and development of supportive infrastructure
Securing livelihoods through the removal of precarious employment and the development of productive employment	<ul style="list-style-type: none"> Reinforce the role of employment market information developed and analysed by skilled people in the focus community. Skills transfer, fitting with government role and remit, allowing communities to collect, collate, interrogate and take decisions on employment market developments Challenging the issues of formal and informal working with analysis of how people work and what they are working for in terms of basic needs and possibility to escape vulnerability. The digital divide is addressed with skills transfers and access to smart devices Further work on primary production, making farming attractive to young people, in terms of adding value and import substitution. Development of cooperatives and savings and loans mutual funds, fitting with possible fund establishment for enterprise development 	<ul style="list-style-type: none"> Link with local economic development (LED) approaches fitting to self-reliance objectives and building local accountability and advocating active employment⁴¹ market working Priming of local enterprise with use of fund management approaches to facilitate entrepreneurship (partnership with resource inputs – particularly mentoring, experience of business development and technology to support localisation). Fresh thinking on how social protection is discussed in the community and practical work involving all stakeholders. Moving beyond the classic tripartite structure of unions, employers and government to encompass all types of workers, enterprise and business people and government in all its forms at the community level.
Conflict-Stabilisation-Stability (peace dividends and beyond)	<ul style="list-style-type: none"> The role of rights and legal support to allow displaced people take an active part in the economy without fear of hindrance from authorities seeking to block competition The role of rights in terms of access to basic services to allow displaced vulnerable people to reduce unpaid work and highlight how people can improve their wellbeing Ensuring all people have access to digitalisation in terms of administration and finance 	<ul style="list-style-type: none"> Precarious employment, a driver of further displacement, is addressed directly through tripartite approaches. Advocacy on HLP rights coupled with exploring innovative ways of gaining credit for example when people are looking to start a business Building accountability through active role in local governance as a basis to support accountable local government.

⁴¹ Active employment market policies are programmes that intervene in the employment market to help the unemployed find, or generate, work. It is an approach encompassing all types of interventions, both supply and demand sides for labour, as a means to address structural employment market issues.

4.2 Urban programming

The overall objective of urban programming is to enable displaced people's protection, well-being, self-reliance and integration in urban areas. Accordingly, there is a clear strategic fit of urban programming as an entry point for intervention, not least in the wider context of lessons learned regarding humanitarian interventions in EA&Y with focus on finding durable solutions to protracted displacement and linking to recovery and development.

Despite a noticeable shift in NRC's integrated programming and Durable Solution approaches to respond to urban settings, the current CC approach still faces challenges, as with the EI thinking, on how to further integrate and institutionalise working with local market mechanisms, building and extending or restoring existing service delivery mechanisms in urban areas, and navigating the complexity of the multitude of populations and governance actors (formal and informal with highly diverse capacities, needs, and levels of vulnerabilities).

The proposed approach to NRC is conceptually informed by a systems perspective that takes an integrated and spatial approach to urban programming. The approach enables the identification of cross-sectoral challenges and constraints, and sectoral interactions. This is a view informed by growing awareness of the extent to which many humanitarian and development initiatives in urban areas fail due to the unforeseen consequences of intervening in complex systems.

Urban programming will be effective in addressing the needs of displacement affected communities when it considers life-saving humanitarian response and resilience-building simultaneously, throughout the entire period of forced displacement rather than as sequential phases.⁴² Both humanitarian response and resilience build upon the capacities and assets of individuals, households and communities. Humanitarian response with a focus on self-reliance can lead to resilience, while resilience is necessary to ensure that progress towards self-reliance is not eroded or reversed in the face of recurring shocks and stresses.

Ultimately, building the self-reliance and resilience of displacement affected people and communities equips and prepares them to take advantage of whatever durable solution will ultimately become available.⁴³

Across the EA&Y countries there is significant heterogeneity between and within urban areas. What works in Sanaa, which is caught up in the violence and destruction of a war, may well not be what is appropriate for Kampala, which is relatively well organised, has adopted an open-door policy to refugees, and receives a relatively smaller number of IDPs and refugees. A broad typology of urban displacement settings and programming responses is provided in the figure below.

Overall, therefore, there is a strong need for urban programming approaches to adopt a more developmental approach, particularly given the increasingly protracted nature of displacement. This requires collaboration with a broad range of different actors, including local government, the private sector in all its manifestations, and alongside affected urban populations, civil society and CBOs, among others. It also requires NRC to combine and align its efforts with those of development actors already present in urban areas, to ensure humanitarian activities can segue to longer-term sustainable and inclusive development.⁴⁴

⁴² World Bank. 2017. Cities of Refugees in the Middle East: Bringing an Urban Lens to the Forced Displacement Challenge. Policy Note.

⁴³ UNHCR. 2017. Resilience and Self-reliance from a Protection and Solutions Perspective. Executive Committee of the High Commissioner's Programme Standing Committee. 68th Meeting.

⁴⁴ WHS Urban Expert Group. 2015. The Urbanisation of Emergencies: Adapting Humanitarian Action to a Changing World. Paper prepared for ALNAP/USAID Global Forum for Improving Humanitarian Action.

Figure 5: Typology of urban displacement settings and programming responses

Key characteristics	Urban areas with localised displacement impact	Urban areas under widespread stress from displacement	Urban areas heavily affected by conflict damage	Urbanising camps
Programming response	<ul style="list-style-type: none"> Larger urban areas with broadly adequate capacity and more intact infrastructure (roads, water, sanitation, and energy) They have a more functional municipal governance and reasonable budgetary resources to manage and absorb the impact of displacement on urban systems Impact is localised in specific areas where the displaced settle, usually informal settlements 	<ul style="list-style-type: none"> The displaced are a large proportion of the population (over 20% of the population) Displacement has significantly impacted urban systems and services such as mobility and transportation systems, provision of food and water, sanitation, education, and health services 	<ul style="list-style-type: none"> Have suffered significant structural damage from heavy armed conflict, are under siege, or otherwise caught up in conflict The extent of damage means their urban systems are largely non-functional (e.g., mobility is physically blocked by debris, etc.) They are often subject both to inflows and outflows of people fleeing the violence and destruction. They are likely to have areas that are less damaged, where refugees and IDPs as well as the local or host population live 	<ul style="list-style-type: none"> Refugee or IDP camps that have existed over a protracted period are either closed or open. Over time these camps take on urban characteristics such as layout/morphology, concentration of infrastructures, social and economic profiles, and the trading activities Camps can become incorporated into nearby urban areas

Source: Adapted from World Bank. 2017.

Area-based approaches can be a way to prioritise where in an urban area to intervene, and to do so in an integrated way; meaning the displaced population's multiple needs at the neighbourhood level, while also taking into account the connections between different neighbourhoods and with the city as a whole. The cross-sector nature of ABAs can help to foster collaboration across different types of actors, by breaking down barriers sometimes perpetuated by NRC's CC system. In an urban area such as a neighbourhood, for example, shelter cannot be considered separately from infrastructure or access to health and education facilities. ABAs should be integrated with any pre-existing local plans (master plans, integrated development plans, local area plans, etc.), as well as with the various informal and formal governance actors active in the area, including local leaders and religious institutions, and build on any previous activities of the organisations involved. Notwithstanding the role of ABAs in helping displaced people meet their needs and alleviate the pressure on host communities, it is important to also note that they do not provide tailored protection and adequate support to the most vulnerable individuals and families among those displaced within the communities. Area-based approaches targeting whole communities and urban systems, are essential, but they will still need to be combined with approaches that ensure tailored protection and adequate support to the most vulnerable individuals and families among those displaced within the communities.⁴⁵

As with EI programming, suggested interventions are identified within four strategic urban programming entry points for the short-term (i.e., interventions that build on NRC's existing CCs strengths and can be designed/prepared and start implementation within the next two years) and for the medium to long term (i.e., interventions that can be designed/prepared within the next two years but may require NRC to expand its ambitions and/or adopt new approaches and their implementation is likely to take longer):

Table 5: EI programming entry points⁴⁶

Entry point	Suggested interventions	
	Short term	Long term
Action-based urban planning	<ul style="list-style-type: none"> Participatory governance and support for urban IDPs, refugees 	<ul style="list-style-type: none"> Evidence sharing and policy advocacy for influencing an

⁴⁵ World Bank. 2017.

⁴⁶ Annex 5 provides additional information on the urban programming entry points and process.

<p>and participatory governance to strengthen community engagement and self-reliance</p>	<p>and host communities to help identify priority needs, advocate a sustained protection space for displaced</p> <ul style="list-style-type: none"> ● Improve the evidence base to provide local government authorities, traditional local leaders, CSOs and the private sector with information about displacement affected communities and tools to enable them to identify opportunities to contribute to community priorities ● Reinforce community-based protection mechanisms to ensure more displacement affected people can access legal assistance, psychosocial support and referrals to basic services, with emphasis on women and youth 	<p>urban agenda with regards to displacement by demonstrating how urban programming addresses underlying drivers of conflict and complements DRR and resilience building efforts.</p> <ul style="list-style-type: none"> ● Address institutional bottlenecks with a view to reducing overlapping mandates and poor coordination of interventions targeting displacement affected communities in urban areas, including line ministries and donor projects that are too often implemented piecemeal and without meaningful involvement and alignment with local authorities ● Durable solutions other than return for IDPs living in the cities and coordination with local actors to identify opportunities for land distribution and relocation ● Strengthen the capacity of government and other actors to incorporate public safety, environmental and low carbon principles into infrastructure planning and delivery for displacement affected communities
<p>Securing livelihoods and supporting socio-economic inclusion and self-reliance through market-based responses and public private partnerships</p>	<ul style="list-style-type: none"> ● Support to the most vulnerable individuals and families through lifesaving WASH and first phase education response (education in emergencies) ● Consumer awareness and community engagement campaigns on the importance of quality basic services (for example, water, SWM, energy) ● Cash and e-vouchers to enable IDPs and refugees to choose how best to fulfil their own needs, while at the same time supporting urban markets and the people who rely on these ● Skills development to accountable local government, CSOs, social enterprises and entrepreneurs to take on service delivery ● Enhance access to finance to local CSOs, social enterprises, entrepreneurs by providing grants for market building activities aimed at affordably and 	<ul style="list-style-type: none"> ● Working with local governments to address barriers in the regulatory and enabling business environment and the private sector to build their capacity to increase the availability of essential urban services ● Providing CSOs, social enterprises and entrepreneurs with support that benefits urban livelihoods, access to finance and skills development, and enhancing value chains, for promising innovative green urban development interventions such as recyclable materials, solar energy and micro-grids, converting water systems to run on solar power, and incremental self-help housing development using locally sourced low-cost construction materials ● Spatially-targeted interventions in the form of specialised Local Economic Development (LED) programmes for implementation

	equitably reaching more displaced people	
Enable protection through Housing, Land and Property (HLP) rights	<ul style="list-style-type: none"> • Provision of shelter in the initial phases of humanitarian response, critical for protection and dignity • Coordinate with local actors to identify opportunities to protect IDP and refugee's HLP rights – whether they are sharing or renting existing housing or commercial spaces, or living on private or public land. • ICLA can help solve disputes over HLP rights, and enable displacement-affected populations to stay in the urban areas and ideally in situ with easier access to jobs, services, social protection instruments and social networks. 	<ul style="list-style-type: none"> • Research, advocacy and pilot development of how to link safety nets to access to security of tenure and access to housing or informal settlement upgrading • Research, advocacy and pilot development on mechanisms for land and property value capture and innovative forms of finance for affordable housing and urban upgrading
Reconstruction and rehabilitation of basic social and economic infrastructure and community structures	<ul style="list-style-type: none"> • Rehabilitating or reconstruction of urban services (WASH, energy, etc.) adhering to Sphere Standards for displacement affected communities to alleviate the pressure on host communities, help people meet some of their basic needs and contribute to lessening tensions between host communities and those displaced • Vocational training and further training to ensure maintenance and provision of basic services in situation of crisis 	<ul style="list-style-type: none"> • Spatially-targeted interventions in the form of district regeneration or informal settlement upgrading projects • Integrate urban design and infrastructure services to reduce disaster risk exposure (notably flood and landslide risks)

5 Conclusion

The foregoing analysis and set of strategic considerations represent an initial proposal for developing EI and urban programming strategies, based on which NRC should have broad further conversations, internally and externally and including with potential donors. The strategy document should be refined as this conversation develops and as NRC's engagement with COs, in particular, provides further feedback, lessons and experiences from which to draw.

NRC should take advantage of the momentum created by the preliminary steps that it has taken to engage in EI and urban programming in EA&Y, and facilitate it further through implementation of activities such as operational research aimed at addressing prevailing information and knowledge gaps, further dialogue with HO and COs to raise awareness on EI and urban issues and enhance demand for the development of CO level EI and urban programming strategies, and pro-active donor engagement, as appropriate (Annex 6 provides an action plan of next steps for NRC RO).

EI and urban programming is iterative, responsive, and is developed over short-, medium-, and long-term time horizons. NRC should take a pragmatic view of the contextual realities in EA&Y, as part of a longer-term vision, and as part of a wider reaching and coordinated NRC response to the needs of displacement affected people and communities across the region.

In this process, NRC can, where appropriate, utilise evidence generated by NRC's Durable Solutions, community-based, resilience, and integrated programming work undertaken in Somalia, Uganda and Ethiopia, and Urban Displacement & Out of Camps (UDOC) approaches from Afghanistan and Iraq and the Urban Multi-sector Vulnerability Assessment Tool (UMVAT), which have demonstrated the scale of the challenges involved in EI and urban programming and have produced high quality approaches and methodologies. The opportunity to develop scenarios in a participative manner, based on stakeholder analysis and highlighting areas where mutual interests within NRC and between NRC and other stakeholders (including donors) can be developed could be investigated in more detail.

NRC's EI and urban programming should be phased to enable approaches and programme concepts to develop incrementally as a better understanding of key issues and opportunities for intervention is developed, and conditions are created (both within and outside NRC) to ensure the feasibility and sustainability of interventions. Accordingly, in the short term (next two years), a programming response would involve interventions that build on NRC's existing CC strengths and its on-going integrated programming; in the medium to long term NRC's programming response may involve a shift in strategic priorities expanding NRC's ambition in support of programmes and interventions that explicitly address underlying drivers of protracted displacement in EA&Y through resilience building and disaster risk reduction.

Annex 1. Strategic opportunities

Table A1 identifies opportunities for EI and Urban to play a further role in the achievement of the global and EA&Y ambitions that NRC has committed to in its current strategy cycle.

Table A1: EI and urban programming fit with NRC global and EA&Y ambitions

NRC ambition	Opportunity for EI and urban programming to contribute
Be the leading displacement in hard to reach areas	<ul style="list-style-type: none"> To develop integrated programming in current work in CCs with reinforcement by CCs contributing to EI outcomes. Urban work will require decisions on how to be part of integrated programming possibly led by a local government whose own competences may require development Offering longer term (more than 1 year) strategic framework addressing present symptoms of displacement and root causes Strong presence in the region, especially in hard to reach areas and displaced people where connectivity is especially difficult, provides a strong basis for maximising evidence-based advocacy opportunities to influence decision makers and other organisations Highlight linkages in rural crises – urban response mechanisms and possibly causing further displacement as people move to where humanitarian assistance is available. Change nexus of approach building knowledge of economic synergies through rural-urban linkages (market mapping and focused development for local production) and further work on outreach through partners or working directly with displaced affected communities
Be a champion for durable solutions	<ul style="list-style-type: none"> Taking forward skills development offering opportunity for contributing to social cohesion; building competencies and pass skills to local actors – government, entrepreneurs, social enterprises, cooperatives; especially those engaged in financial mutual support and civil society Develop durable solutions work in protracted crises situations with local integration and building self-reliance as the main focus; positive contribution to inclusive growth for all people of concern (move from language of burden sharing to development for all; host communities and displaced) Empowerment and enhancement of productive capacities and self-reliance of IDPs and refugees, particularly of women and youth, as basis for durable solutions highlighting skills development for youth in all aspects of basic service delivery and economic growth Enabling infrastructure, hard and soft, development underpinning individual and collective skills development (NORCAP input and networking with relevant partners)
Become a leader in using data and technology to deliver better	<ul style="list-style-type: none"> Development of citizen science, working with people in communities do the market research approaches for inclusion in M&E and Learning

	<ul style="list-style-type: none"> Blended learning approaches utilising ICT and built on citizen leadership on defining markets for skills, goods and services Public private partnerships (PPP) shortening supply chains and increasing accountability for cash-based programming Geospatial technologies, machine learning and artificial Intelligence (AI) to provide near real-time analysis of how urban and rural areas change (including land cover and land uses noting environmental considerations for integrated programming)
--	--

In July 2020, NRC's HO established the Role and Identity Group (RIG) to consider future trajectories and develop options for NRC's future role and identity, and to feed into NRC's upcoming global strategy revision. Table A2 outlines how EI and urban programming align with potential institutional features and priorities identified in the RIG 2030. Key opportunities for NRC EA&Y's programming to respond to emergent trends identified in Section 2 are also included.

Table A2: EI and urban programming fit with emerging global and regional priorities

Emerging priority	Opportunity for EI and urban programming to contribute
Private sector	<ul style="list-style-type: none"> Private sector as resource supplier partner for finance and skills as well as provide opportunities for job placements and longer-term employment Improving basic service delivery through development and facilitation of appropriate regulatory and procurement mechanisms, building on local private sector and community-based assets Private sector in terms of micro and small businesses developing entrepreneurial ecosystems with positive bias to women and youth Key influencers in localised tripartite structures; fitting with local economic development (LED) forums and frameworks as part of community self-reliance building Development of work-related rights noting living wage and attaining decent work for all goals
Disaster risk reduction (DRR) and resilience building	<ul style="list-style-type: none"> Development of improved infrastructure addressing ramifications of natural disasters (noting NORCAP input on planning parameters) taking forward the Build Back Better approaches led out by Japan. Climate change and displacement provide an opportunity for complex, integrated projects with a variety of stakeholders and target groups to ensure ownership and an endurance beyond the lifetime of a specific project Build local resilience by improving rural-urban linkages, assisting access to urban markets and improving market infrastructure and facilities (e.g., basic services, establishing basis for food processing, development of infrastructure for social inclusion). Addressing flood and urban health risks and investing in urban as well as rural water management to reduce risks to the food supply from drought.
Maximise utilisation/integration of NORCAP	<ul style="list-style-type: none"> Define specific skills and inputs within EI and urban approaches facilitating connectivity between core skills in place (adding value to inputs with outcome additions) and

	<p>additions: LED and entrepreneurial ecosystem development facilitated</p> <ul style="list-style-type: none"> Specific support for women's financial inclusion, related youth skills development, LED, entrepreneurial ecosystems, ABCD
Building competencies and spin them off ("digital shelter", etc.)	<ul style="list-style-type: none"> Skills transfers to local partnerships including social enterprises, CSOs, cooperatives/saving and loans groups, and local government (fit to ICT training and learning in competence frameworks) Switching from direct delivery to empowerment; NRC working for displaced Rights through transfer of skills to relevant authorities and organizations
NEXUS enabler	<ul style="list-style-type: none"> Gathering evidence and good practice to show how EI and urban programming addresses underlying drivers of conflict and facilitates integrated DRR with resilience initiatives for NRC to lead, support communities or cause other to develop. Focus on natural resource management as approaches to build 'green jobs' and address environmental protection issues undermining agricultural production Fit to localisation as economic factors drive better revenue streams for accountable government to lead out robust enabling enterprise and social infrastructure development and take their pivotal role in LED and DRR Management of an outcome/impact objective into which integrated programming with partners fits. Base, subsequent, consequent and concurrent/complementary CC activities as core from which programme partnerships are established and developed.
Convener and networker	<ul style="list-style-type: none"> Developing networks; not hub and spoke, but facilitation of web / matrix connections (enhancing sustainability, accountability, building value constellations of interactive markets, and complementary skills for self-reliance at appropriate levels)
Pandemics / covid-19, related food security	<ul style="list-style-type: none"> WASH, notably hygiene, programming and behaviour change Vulnerability and everyday health risks of urban informal settlements, skilling up local actors to undertake research, analysis and response (citizen science fitting with public health response)
Increasing and protracting displacement in and around urban areas	<ul style="list-style-type: none"> Support pro-poor urban development facilitating the socio-economic inclusion of women and girls, vulnerable, migrants, returnees and IDPs – groups that constitute a large proportion of urban populations. This should acknowledge the need for durable solutions other than return for IDPs and coordinate with actors to identify opportunities for housing, land distribution and for economic activity and relocation to ensure sustainable solutions. Spatially-targeted interventions in the form of district regeneration or informal settlement upgrading projects or specialised LED programmes for implementation noting the capability to link with skills development for 'self-building' of appropriate housing Business support, access to finance and skills development for green urban development initiatives such as alternative

	<p>sources to charcoal and wood for fuel, solar energy and micro-grids, sustainable transportation and locally-sourced construction materials</p>
Youth	<ul style="list-style-type: none"> • Youth education and training in new skills, including accreditation, to enable access and to realise the dividend that comes with the expansion of a productive labour force • Import substitution linked to localisation with the development of social enterprises taking on basic service delivery
Women's and girls' empowerment	<ul style="list-style-type: none"> • Women's financial inclusion closely linked with access to digital working. • Protective work on women's land and property rights • Safe havens linked to skills development and sponsoring women's, and girl's, networks and mutual
Social protection	<ul style="list-style-type: none"> • Integrated programming initiatives are taking hold and is changing the siloed approach (e.g. graduation programming) in terms of the enabling environment for enterprise development. • Issues of childcare and related social protection considerations biasing women's social and economic empowerment

Annex 2. SWOT analysis of NRC EA&Y programming

Analysis undertaken by the project team with input from the Steering Committee (SC)

Strengths <i>(areas where NRC is strong)</i>	Weaknesses <i>(areas where NRC is weak)</i>
<ul style="list-style-type: none"> ● Long term presence throughout the EA&Y region highlighted in capability to be in hard to reach areas and work with hard to reach people (disenfranchised) ● Bringing specifics in terms of cultural and political drivers and knowledge of local economic conditions. ● Good reputation and well respected by key stakeholders including beneficiaries, UN agencies, donors and host governments ● Diversity of competencies – diversified competencies ● Strong experience in leading large humanitarian consortia in the region with willingness to enter into partnership with complementary organisations having shared vision ● Being Norwegian – association with particular principled agendas related to Rights ● Diversity of nationality in the organisation 	<ul style="list-style-type: none"> ● Lack of consistent approach and guidelines on how to treat EI and urban programming ● Low/varied institutional awareness or understanding of EI and urban programming ● Organisational structure that favours working in silos and siloed project analysis hindering integrated programming (my own CC, despite the acknowledgement of linkages with others) ● NRC's capacity to deliver advocacy and policy analysis in a planned and consistent manner is varied; strong in Yemen, for example, but can be a weakness for the rest of region. ● Programmatically NRC is generally viewed by external actors as 'behind the curve' in terms of climate displacement, localisation, and durable solutions ● Development proactive engagement (as opposed to reactive humanitarian response) remains in need of building ● Structure of the organisation is not conducive to regional programming addressing underlying emergent drivers of displacement (climate change / environmental degradation /food insecurity) and resultant protracted situations ● Working more with the 'right' local organisations ● Lack of own funds to pilot new approaches ● Weak in sharing of NRC successes and awareness raising of lessons learned ● Have not unlocked yet how to engage with private sector in a meaningful way; tend to think of partnerships in a transactional manner ● NRC analytical lens does not enable PPPs; and doesn't actively identify strategic partners ● Don't measure the impact of its work sufficiently

<p style="text-align: center;">Opportunities <i>(areas where NRC has opportunities to enhance its regional position)</i></p>	<p style="text-align: center;">Threats <i>(threats from internal or external conditions that might negatively affect NRC or create high risks)</i></p>
<ul style="list-style-type: none"> ● EA&Y management at HO, RO and CO open to piloting, adopting new technology and innovative ideas, e.g. the use of ICT in accountability frameworks and capability to develop new management approaches for localisation ● Leverage on ICLA and particularly the work on HLP, as it appears to be a 'niche' that NRC adds significant value in. Inclusion of decent work, and increase in HLP and youth focus gives ICLA more depth ● Leverage EI and urban programming as a testing ground for piloting and adopting technology ● Opportunities to connect and work directly with displaced people, local communities and alongside other actors – especially in urban spaces where NRC has not fully exploited its presence ● NRC's strong presence in the region, especially in hard to reach areas, provides a strong basis for maximising evidence-based advocacy opportunities to influence decision makers and other organisations ● Develop durable solutions work in protracted crises situations further, with local integration and building self-reliance as the main focus – also build on NRC's membership and founder status of ReDSS ● NRC as a "displacement agency" and not as an agency that is responding to a relatively narrow definition of "conflict", given that climate change and natural disasters are a growing cause of forced displacement ● Maximise utilisation/integration of NORCAP ● Building competencies and pass skills to local actors – government, entrepreneurs, social enterprises ● Nexus enabler - play an enabler/convener role ● Integrated Programming – initiative is taking hold and is changing the siloed approach (e.g. Graduation programming) ● EA&Y, climate change & displacement provide an opportunity for complex, integrated projects with a variety of stakeholders and target groups 	<ul style="list-style-type: none"> ● Overlooking big-picture regional trends; structure inhibits scenario management and the necessary fluidity of operational structure for dynamic, turbulent settings --- not necessarily ignoring big picture threats - but in understanding their implications and translating into programme adaptations etc. ● Isolated efforts may have the wrong focus or a weak impact – response is being overwhelmed when not acting in networked approaches to address underlying causes of displacement ● Inflexibility to adapt based on changes or new learning ● Competition from the private sector and local / other NGOs as providers of lower cost delivery mechanisms ● Undermining of core principles as value for money is highlighted in delivery ● Lack of exit strategies, ill-defined timelines driven by donor funding ● Mentality change required: move from a mindset from direct implementation to indirect implementation / enabler ● Politicized donors and in line with states' foreign policy priorities, creating a challenging environment for operating within NRC's humanitarian principles and needs-based approach

Annex 3. Mapping of potential donors and partners

In alphabetical order

Donor	EI and urban programming priorities in settings affected by forced displacement
European Union	<ul style="list-style-type: none"> ● Resilience strengthening and self-reliance of both the displaced and their host communities by supporting the gradual socio-economic inclusion of refugees and IDPs ● Increasing the legitimacy of local and municipal authorities, and their capacities to provide services and enhance livelihood opportunities
Ford Foundation	<ul style="list-style-type: none"> ● Matching potential migrants' existing skills to suitable jobs overseas, and country-to-country agreements to invest in creating needed skills among migrants ● Addressing systemic corruption by creating a healthy, robust civic space that ensures civil society can play a full and vital role in mediating public, private and government interests and ensuring the public recognizes its value
French Development Agency (AFD) / Crisis and Support Centre (CDCS)	<ul style="list-style-type: none"> ● Invest in humanity by reducing risk and vulnerability, increasing stability, and building local capacities ● Leave no one behind (refugees and displaced persons, women, young people, vulnerable populations) ● Gender-based violence in emergency situations/gender equality in humanitarian projects
FSD Africa	<ul style="list-style-type: none"> ● Complementing traditional direct delivery of relief by energising financial markets to deliver welfare-enhancing outcomes for forcibly displaced people
German Federal Ministry for Economic Cooperation and Development (BMZ) / GIZ	<ul style="list-style-type: none"> ● Tackling the root causes of displacement, reintegrating refugees ● Advice on legal opportunities for migration as well as local work and training opportunities in the home country ● Focus on food security, health and family planning, education, energy and climate

	<ul style="list-style-type: none"> Transitional development assistance as a crisis response, recovery and infrastructure management instrument
Hilton Foundation	<ul style="list-style-type: none"> Partnership model brought together the UN (UNDP, UN-OCHA) and the private sectors connecting their resources to improve communities' resilience through the Connecting Business Initiative (CBI). The initiative engages the private sector in disaster preparedness, response, and recovery supporting small- and medium-sized businesses
IKEA Foundation	<ul style="list-style-type: none"> Research-driven initiatives on strengthening political will, innovative financing, responsibility sharing and developing the networks needed to assist vulnerable refugees and other displaced persons amidst the COVID-19 pandemic Partnership with FAO to help vulnerable populations in Kenya and Uganda to generate a reliable source of income by helping them to cultivate in-demand crops and connecting them to market opportunities.
Italian Development Cooperation	<ul style="list-style-type: none"> Strengthening the quality and access of vocational training focusing on critical urban economy and infrastructure (transport, light manufacturing, construction) and livelihood opportunities in renewable energy and recyclable materials
John D. and Catherine T. MacArthur Foundation	<ul style="list-style-type: none"> Support civil society activities around initiatives designed to protect migrants trapped in crisis situations, those displaced across borders by environmental or climate-related factors, and the planned relocation within their home countries of populations who are threatened by natural disasters and the impacts of climate change
Mastercard Foundation	<ul style="list-style-type: none"> Access to higher education and employment opportunities for displaced youth, refugees, and internally displaced persons Secure employment through financial inclusion of small business, training, and connecting employers and job seekers using technology
Refugee Investment Network	<ul style="list-style-type: none"> Investment opportunities to connect with global refugee entrepreneurs and refugee-supporting enterprises

UN-Habitat	<ul style="list-style-type: none"> ● Spatial planning for IDP and refugee settlements to promote greater self-reliance, reduce conflicts and increase resilience ● Access to improved building material technology and basic services facilities ● Reconstruction of community infrastructure facilities ● Providing IDPs and returnees with dignified shelter and living environments
United Kingdom's Foreign, Commonwealth and Development Office (FCDO)	<ul style="list-style-type: none"> ● Helping prepare for humanitarian crises, build resilience, and resolving conflicts, not just responding when disaster strikes ● Bringing together humanitarian and development funding to support education, jobs, health and social protection ● Ensuring do-no-harm, while proactively benefiting poor and excluded people by integrating gender equality, child protection, disability inclusion and social safeguards ● Considering climate and environment elements of programme, policy and portfolio design and management, and ensuring environmental safeguarding ● Harnessing the potential for data/digital/technology/innovation
USAID / Bureau for Humanitarian Assistance	<ul style="list-style-type: none"> ● Holistic look at humanitarian aid, providing assistance before, during and after a crisis: from readiness and response, to relief and recovery. This includes non-emergency programming that is foundational to linking humanitarian assistance to long-term development and the journey to self-reliance.
World Bank	<ul style="list-style-type: none"> ● Stronger collaboration with humanitarian, development, peace and security partners ● Collective outcomes and integrated responses to countries at risk, in protracted crisis and post-crisis situations ● National, regional and urban infrastructures needed (notably roads, water, sanitation/drainage, streetlighting) ● Affordable housing solutions for IDPs and host communities

Annex 4. EI programming entry points

Entry point	Description
Addressing food security and natural resource management given endogenous and exogenous shocks	<p>Food security where tried and tested response solutions have tended to overpower nuances for longer term, impactful engagement. As with all the four entry areas, the driver is deeper, more nuanced analysis of local markets and linkages to wider food supply chains. To immediately set the inclusion agenda in motion, it is advocated a 'citizen science'⁴⁷ approach is adopted with beneficiaries becoming active participants in the data collection. Active participants in analysing the emergent information looking at what they can do for themselves and where they need support and development to develop inherent, regularly latent, talents and skills. The use of cash to stimulate markets has gained traction. There are opportunities to develop the considerations of self-reliance in terms of priming for investments beyond maintaining of life and these should fit with work to stimulate localised primary production, related logistics and sales. This fits to the support of value constellations whereby people look at not a basic chain but how different elements fit together in adding value and mutual support.⁴⁸ Such linkages and approaches in value constellations offer opportunity, for example, in the production of fodder crops fitting to different animal production and across to environmental and water management with soil stabilisation alongside changing run off considerations. Wider environmental works can be undertaken changing the dynamics of cash for work and employment intensive infrastructure projects regularly seen after the initial phase of a humanitarian response. Such programming can deliberately target specific groups directly whilst also encouraging wider engagement to develop mutual responsibility. This is particularly for water management and sustainable, renewable (if not always low carbon) cooking fuel sources. Regularly, it is a matter of starting resources; capital and technical skills, alongside political will, that remain the inhibitors. From the analysis, utilising the elements of constellation over historic mapping of a product chain, the development of a robust food system enabling further work for resilience to take effect. With a strategy for diversification of crops, reducing and minimising regular inputs, use of advance technology for intensive minimal space production, local primary production becomes a far stronger strategic direction. The use of technology in minimum water usage, minimum space usage and, alongside behavioural change work, the possibility of food substitutions – animal proteins by vegetable sources – become distinct tracks to build on. The use, probably fitting with private partnerships, of insurance,</p>

⁴⁷ There are adapted, corrupted, forms of this in the region in terms of enumerators undertaking data collection under third party monitoring projects. Child to child learning also took the approach forward in certain elements. The role of active participation alongside ABCD is in its infancy. For more information on citizen science see Nature. 2018. No PhDs needed: how citizen science is transforming research. News Feature.

⁴⁸ Vins. 2017. The Value Constellation Model Applied to The Digital Market.

	assurance and futures financial support to diversify risk in single cropping has already begun to appear in East Africa. ⁴⁹
Basic service provision	Basic service provision is regularly in need of mindset changes driven by fitting these provisions with enterprise and skills development. By undertaking a deliberate process to localise by import substitution alongside social enterprise development, the dynamic for the running and maintenance of basic services takes a different perspective. The reinforcement of Sphere standards alongside citizen science analysis of the present situation will alter how capital works are undertaken and the perennial issues of recurring management and maintenance are addressed. A full Political, Economic, Social, Technological, Legal, and Environmental (PESTLE) analysis undertaken alongside, guided by Sphere, the range of a good and service will set out a different perspective. ⁵⁰ Technical support will be required for the capital works and set up of moving from shelter to housing where people involved are the ultimate beneficiaries of works undertaken. Using the processes to fit with skills development offers on-the-job training built inside vocational qualification frameworks offer quality examples of how can be driven with longer term strategic vision driven by accountable government and responsive donors. Such an approach supports skills transfer to CSOs and social enterprises for all the handing over of basic service delivery. Blended learning, a change in thinking regarding government and UN and NGO roles for basic service delivery develops the reciprocity and mutuality required for employment creation and improved service delivery. Education follows along these lines. Driven by basics plus employment development, noting the import substitution and (local) employment market analysis. A change in the strategic horizon (for example technology for environmental sustainability increasing self-reliance: power particularly) – use of blended learning fitting to linkages for global expertise through local, reputable, tertiary institutions. Sponsoring outreach, forestalling displacement caused by paucity of service provision. ⁵¹
Securing livelihoods through the removal of precarious employment and the development of productive employment	Livelihoods into Employment will be built from the Food Security and Basic Service provision. Reinforcing the role of information, itself built on quality data and the skills to manage collection, collation and interpretation, is the requirement. Labour and employment surveys tend to one-off rather than empowering for central or, more necessary, local government with a regularity enabling greater analysis of trends, patterns, opportunities and break points in the markets. The entry point for inclusion is again citizen science in the style being undertaken by, for example, the UK's Office of National Statistics whereby regular surveys are undertaken and immediately made available for all taking decisions. Fit this type of approach with LED approaches, decentralisation of

⁴⁹ Takaful are already partnering with a number of humanitarian agencies looking at crop insurance and futures. The One Acre are also developing products inside their own innovative programming.

⁵⁰ Map Kibera is possibly the most high profile example of how engagement has altered socio-economic dynamics

⁵¹ ILO's, 2011, Promoting Decent Work in a Green Economy is slightly dated but the basis of further green economy work. The Kauffman Institute offers insights fitting to entrepreneurial ecosystems as well as how the green economy will create extra, localised, employment. The Business Fights Poverty 'Action Toolkit' is a solid point of reference from which to depart to the particular.

	<p>government and the desire to improve accountability in governance, the way forward is for a structured employment and market surveys feeding into all economic ecosystem work. Challenging the issues of informality and unpaid work will also change dynamics in terms of self-reliance and inclusion. Analysis of how we work seeking to formalise without accepting the longer dynamics regarding how work is done will benefit displaced and extremely poor (alongside the above approaches to engage in socio-economic ecosystem defining and engagement). A major element is the digital divide, manner of saving or achieving credit, and the increasing digitalisation is changing revenue streams, formality and the nature of paying for work (further causing issues for certain unpaid work). Embracing digital development is critical and fits with inclusion on Rights and legal considerations of operation. The women's focus (within the displaced and poor host community) can pay dividends in terms of addressing equity and reinforcing latent potential among all people. Cash transfers have tended to become linked with priming safety nets and basis for social protection. Social protection is far wider than cash transfers and the ability to stimulate other factors regarding childcare, occupational health and safety and basic services (for women particularly) should be taken forward. All fits to the stimulation of mutuality and networked reciprocity in the LED setting and economic ecosystem. This leads to further reinforce value constellations and opens the possibilities for challenge funds to prime social enterprises and entrepreneurial endeavour (reinforcing mutuality and localisation). Such work fits to the sponsorship of accelerators and incubators partnering with reputable, local (relatively – noting languages of instruction) education institutions. This, supported by global excellence (note vocational qualification frameworks noted under 2) to break the present situations around how skills are trained (hence the change in language with skills transfer for example). Fit these facilities to primary production, import substitution and around core terms of trade produce, products and services (whereby present businesses are magnets to act as core for value constellations). Much of this work is only manifested in import zones or free trade areas and not used in terms of socio-economic inclusion. It does fit with the taking a fresh look at terms of trade and challenging traditional value chain working. When placed alongside ABA approaches, notably LED work, it changes the dynamic regarding ownership and economic reciprocity after the initial capital developments. Noted several times is social enterprise and entrepreneurship. Fit this with cooperative development, savings and loans groupings (SACCOS), and the synergies for social linkages to be further cemented are to be found. Such approaches offer fresh thinking on the classical enterprise development thinking and provide opportunity to change the operational perspective when placed with employment market analysis, work on import substitution and addressing self-reliance at different levels with dialogue around mutuality, unpaid work and the changing nature of formal working.</p>
Conflict-Stabilisation-Stability (peace dividends and beyond)	The role of Rights and legal support is a critical underpinning or fundamental core for other (technical) areas to work. Support for the realisation of Rights (enshrined in state and international law) and rights (basic needs) is fundamental to

present work offering a continuum for longer term strategy (as per the 30/30 dialogue currently being undertaken). The embracing of digital engagement is critical for networking, constellation development, and facilitating further peer-to-peer support. Digital partnerships fit to livelihood and employment inclusion and growth and will be the basis for addressing inequality of platform coverage and opportunity to learn and use a smart device to engage notably finance but also other resources in terms of skills and mutual support. Digital inclusion developed – support to the moves to digital governance and finance through biased engagement for displaced, hosts, particularly women in terms of availability and use of ‘smart’ devices changing the nature of exchange and saving money. A number of corporate regional actors were highly praised in how they worked in the food crises of the last decade and the move beyond CSR, corporate social responsibility to shared value and, possibly, shareholder capitalism, is an interesting discussion where NCR can play a vital role for a number of corporates seeking to change market dynamics and give more of their expertise plus gravitas to inequity and inequality issues.⁵² Land rights have been noted and the engagement on housing issues is high on NCR’s agenda. Noting how it underpins, for example local area development of housing, the critical nature of this work is re-emphasized. In some instances, property ownership is being sidestepped with innovative approaches to securing loans for business development for example with the use of psychometric testing developed to cross cultures and educational ranges. However, issues regarding precarious employment providing unpredictable earnings and fixed rental payments requires networked support and the requirement to have recourse to legal, financial and moral support. Work on civil society, local government analysis and support balancing and building local government to build highly participative inclusive governance would require development of partnerships but possibly should be a critical internal development for NRC as sustainability and ownership requires local accountability. This fits with current work in, for example, Uganda and Ethiopia, on the right to work with the necessary (increasingly digital) signature to engage without hindrance. The development, facilitated by internal learning and support (internal constellations), would be a critical ingredient going forward underpinning wider work for self-reliance as the basis for confidence building and empowerment; the bases of mutual respect, reciprocity hence inclusion.

⁵² Equity Bank’s engagement in terms of financial inclusion is notable.

Annex 5. Urban programming entry points

Entry point	Description
Adopt a locally-focused and conceptually sensitive asset-based framework	<p>A framework that combining a sustainable livelihoods and self-reliance focus with an emphasis on community resilience provides such a starting point for proposed programming interventions targeting displacement-affected populations in urban areas. Conceptually this is informed by a systems perspective emphasizing a holistic approach to urban programming. This assists in identifying cross-sectoral challenges and constraints, and sectoral interactions, as well as addresses the functioning of individual urban areas and the wider regional (rural-urban linkages), sub-national and national/federal urban systems in which they are embedded.</p>
Ensure that urban programming is informed by context-specific analysis and understanding	<p>Across the EA&Y countries there is significant heterogeneity between and within urban areas. ‘What works’ in Sanaa, therefore, may well not be what is appropriate for Kampala or Juba. In this context, it will be essential for NRC to ensure that its programmes are informed by a high, and ongoing, level of context-specific analysis and understanding so that decisions can be made regarding whether to engage, and which actor to work with in which location. A nuanced analysis and understanding of urban dynamics need to be built into the analysis of and approach to differing urban settings. Drawing on established approaches to integrating a conflict sensitivity lens into development assistance efforts, the analysis of any given urban context needs to be informed by a careful assessment of local actors and forces who: (i) constitute actual/potential ‘connectors’ between different communities within the urban dynamics; and (ii) actual/potential ‘spoilers’ whose presence constitutes an actual/potential barrier to holistic urban programming initiatives. At the same time, vulnerability and needs analysis of displacement affected populations requires the adoption of tailored tools such as the urban multi-sector vulnerability assessment tool (UMVAT) for displacement contexts that was developed by NRC for humanitarian responses in urban areas due to conflict and other causes of crises.</p>
Plan for multi-year, flexible funding	<p>Given the protracted nature of urban displacement and the complexity of the operating environment NRC should focus on longer term programming. Multi-year funding can lead to cost-efficiency gains, more effective programme design and delivery (in term of achievement of outcomes and impacts), and can facilitate a more coherent approach between development and humanitarian efforts. Moreover, when multi-year funding is combined with greater flexibility, it can allow NRC to respond more appropriately to changing conditions and reach faster the most vulnerable, resulting in reduced levels of need and loss of life.</p>
Work with both local government authorities AND other local actors at urban and community/neighbourhood levels	<p>NRC should ensure that a proper partnership with local authorities is established before any humanitarian or development action in urban contexts begins. This is essential because the legitimacy and sustainability of any intervention — whether emergency preparedness, disaster risk reduction, emergency response or recovery projects — depends on the full involvement of local authorities. This should specifically</p>

	<p>include local authority staff in technical departments with instructional and technical knowledge. Even in urban conflict settings, maintaining a link with local authority technical staff can increase acceptance and humanitarian access. In addition, NRC should engage the wide range of civil society, private sector and humanitarian stakeholders at urban and community/neighbourhood levels. Community engagement through action-based urban planning and participatory governance (e.g., the capacity of communities and civil society, better communications, information flow and accountability in and from government) will help identify priority needs, advocate for a sustained protection space for displaced, alongside resident minorities offering host community support, provide local government authorities, traditional local leaders, CSOs and the private sector with information and tools to enable them to identify opportunities to contribute to community priorities.</p>
Adopt area-based-approaches to prioritise where in an urban area to intervene, and to do so in an integrated way	<p>Many vulnerable people are already living in urban areas, while not all IDPs or refugees are in need of humanitarian support. Area-based approaches can be a way to prioritise where in an urban area to intervene, and to do so in an integrated way; meaning the displaced population's multiple needs at the neighbourhood level, while also taking into account the connections between different neighbourhoods and with the city as a whole. The cross-sector nature of ABAs can help to foster collaboration across different types of actors, by breaking down barriers sometimes perpetuated by NRC's CC system. In an urban area such as a neighbourhood, for example, shelter cannot be considered separately from infrastructure or access to health and education facilities. ABAs should be integrated with any pre-existing local plans (master plans, integrated development plans, local area plans, etc.), as well as with the various informal and formal institutions active in the area, including local leaders and religious institutions, and build on any previous activities of the organisations involved but also connect to the city at large.</p>
Support socio-economic inclusion and self-reliance through market-based responses and public private partnerships	<p>Humanitarian distribution systems providing food, water and shelter do not work in urban areas that are characterised by dense populations, complex economies, and a reliance on networked infrastructure for basic services. Cash-based and market-based responses are effective in an urban setting where there are more livelihood opportunities, active markets and existing supply chains. One solution being tried is to provide cash and e-vouchers to enable IDPs and refugees to choose how best to fulfil their own needs, while at the same time supporting urban markets and the people who rely on these. Moreover, longer-lasting and more substantial livelihoods by supporting the integration of refugee livelihoods in urban markets, by providing space, capital and services. Regarding public private partnerships, these can take on many different forms including Industry networks and initiatives at national or urban level, or partnerships with large, multinational companies. However, this needs to be undertaken in a way that builds on an understanding of the pre-existing local formal and informal sector, so as not to undermine the livelihoods of other groups.</p>

**Enable protection through
Housing, Land and Property (HLP)
rights**

Displacement has increased pressures on housing and the provision of basic services in urban areas. Moreover, IDPs and refugees, particularly those living in underserved informal settlements, find themselves vulnerable to repeated displacement, through eviction, disasters (notably flooding and landslides) or urban violence and conflicts. There is a need to coordinate with local actors to identify opportunities to protect IDP and refugee's HLP rights – whether they are sharing or renting existing housing or commercial spaces, or living on private or public land. NRC's ICLA services can help solve disputes over HLP rights, and enable displacement-affected populations to stay in the urban areas and ideally in situ with easier access to jobs, services, social protection instruments and social networks. The protection of HLP rights of displaced populations will need to be placed in a broader perspective paving the way for longer-term sustainable, resilient, and inclusive development. In addition to case-by-case legal support, it requires functioning land administration and management systems that cater for the needs of vulnerable populations, and accompany spatial/urban planning and development processes.

Annex 6. Action plan of next steps for NRC RO

Task	Month 1	Month 2	Month 3	Month 4	Month 5	Month 6
Further develop action plan of next steps for RO and CO levels						
Research and consolidation of CO experience in EI and urban programming to allow for better contextualisation at CO level						
Support development of CO urban strategies						
Support modification of concept notes to fit CO needs						
Develop 1-pager on NRC RO urban approaches for donors						
Informing global thinking in EI and urban programming	<i>Ongoing</i>					

Look at UDOC guidance and existing urban guidance from 2017 and incorporate into NRC work and programme design						
Review of Core Competencies (CC) results chains and identification of EI and Urban indicators fitting with overarching elements in sectoral results chains						
Support ways to increase uptake of EI and urban in on-going and future programmes					<i>Ongoing</i>	
Ensure link to RIG and strategy 2030						
Explore funding opportunities for programme design		<i>Ongoing</i>				
Support the development of EI and urban guidelines and SOPs						
Roll out all-staff training on EI and urban programming to RO and COs						