NAIROBI ACTION PLAN ON Durable Solutions for Somali Refugees and Reintegration of Returnees in Somalia
FIRST ANNUAL PROGRESS REPORT

ON

THE IMPLEMENTATION OF THE NAIROBI DECLARATION AND PLAN OF ACTION ON DURABLE SOLUTIONS TO SOMALI REFUGEES AND REINTEGRATION OF RETURNEES IN SOMALIA

March 2018
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<tr>
<td>ADDS</td>
<td>The Djiboutian Social Development Agency</td>
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<td>AMISOM</td>
<td>African Mission in Somalia</td>
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<td>ARRA</td>
<td>Administration of Refugees and Returnees Affairs</td>
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<td>BIMS</td>
<td>Biometric Identity Management System</td>
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<td>COR</td>
<td>Commissioner for Refugees</td>
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<td>CRA</td>
<td>Commission of Refugee Affairs</td>
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<td>CRRF</td>
<td>Comprehensive Refugee Response Framework</td>
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<td>CTDs</td>
<td>Convention Travel Documents</td>
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<td>DAC</td>
<td>Development Assistance Committee</td>
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<td>DDP</td>
<td>District Development Plans</td>
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<td>DINA</td>
<td>Drought Impact Needs Assessment</td>
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<td>DNPI</td>
<td>Department for Nationality, Passport and Immigration</td>
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<td>DRC</td>
<td>Democratic Republic of Congo</td>
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<td>DRDIP</td>
<td>Development Response to Displacement Impacts Project</td>
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<tr>
<td>ECW</td>
<td>Education Cannot Wait</td>
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<td>EMIS</td>
<td>Education Management Information System</td>
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<td>EU</td>
<td>European Union</td>
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<tr>
<td>EUTF</td>
<td>EU Trust Fund</td>
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<tr>
<td>FNC</td>
<td>Forest National Corporation</td>
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<td>FGS</td>
<td>Federal Government of Somalia</td>
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<tr>
<td>GDP</td>
<td>Gross Domestic Product</td>
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<td>GoSSD</td>
<td>Government of South Sudan</td>
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<td>GPE</td>
<td>Global Partnership on Education</td>
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<td>HIPC</td>
<td>Heavily Indebted Poor Country Initiative</td>
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<td>HIV</td>
<td>Human Immunodeficiency Virus</td>
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<tr>
<td>IATI</td>
<td>International Aid Transparency Initiative</td>
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<td>IDA</td>
<td>International Development Association</td>
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<td>IDPs</td>
<td>Internally Displaced People</td>
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<td>IGAD</td>
<td>Inter-Governmental Authority on Development</td>
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<tr>
<td>KISDEP</td>
<td>Kalobeyei Integrated Socio-Economic Development Programme</td>
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<tr>
<td>KCPE</td>
<td>Kenya Certificate of Primary Education</td>
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<tr>
<td>KSCE</td>
<td>Kenya Certificate of Secondary Education</td>
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<tr>
<td>MENFOP</td>
<td>Ministry of Education and Vocational Training</td>
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<tr>
<td>MNF</td>
<td>Mogadishu National Forum</td>
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<tr>
<td>MoGEI</td>
<td>Ministry of General Education and Instructions</td>
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<td>Acronym</td>
<td>Full Form</td>
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<tr>
<td>MoPIED</td>
<td>Ministry of Planning, Investment and Economic Development</td>
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<td>MSF</td>
<td>Médecins Sans Frontières</td>
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<td>NAP</td>
<td>National Action Plan</td>
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<td>NFI</td>
<td>Non-Food Items</td>
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<td>NHIF</td>
<td>National Health Insurance Fund</td>
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<td>NITA</td>
<td>National Industrial Training Authority</td>
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<td>NGOs</td>
<td>Non-Governmental Organizations</td>
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<tr>
<td>ODA</td>
<td>Official Development Assistance</td>
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<tr>
<td>OECD</td>
<td>Organisation for Economic Co-operation and Development</td>
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<td>OCHA</td>
<td>UN Office for the Coordination of Humanitarian Affairs</td>
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<tr>
<td>PSNP</td>
<td>Productive Safety Net Programme</td>
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<tr>
<td>RAS</td>
<td>Refugee Affairs Secretariat</td>
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<td>RSD</td>
<td>Refugee Status Determination</td>
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<td>RDPP</td>
<td>Regional Development and Protection Programme</td>
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<tr>
<td>REC</td>
<td>Regional Economic Community</td>
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<tr>
<td>ReHoPE</td>
<td>Refugee and Host Population Empowerment Program</td>
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<tr>
<td>RSD</td>
<td>Refugee Status Determination</td>
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<tr>
<td>SACCOs</td>
<td>Saving and Credit Cooperatives</td>
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<td>SAFE</td>
<td>Safe Access to cooking Fuel and Energy</td>
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<td>SMP</td>
<td>Staff Monitor Program</td>
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<td>SNA</td>
<td>Somalia National Army</td>
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<td>SPP</td>
<td>Security Partnership Project</td>
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<tr>
<td>STA</td>
<td>Settlement Transformative Agenda</td>
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<tr>
<td>TBB</td>
<td>Talent Beyond Boundaries</td>
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<tr>
<td>TB</td>
<td>Tuberculosis</td>
</tr>
<tr>
<td>TNLA</td>
<td>Transitional National Legislative Assembly</td>
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<tr>
<td>TVET</td>
<td>Technical Vocational Education Training</td>
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<tr>
<td>UNDAF</td>
<td>UN Development Assistance Framework</td>
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<tr>
<td>UN</td>
<td>United Nations</td>
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<tr>
<td>UNHCR</td>
<td>United Nations High Commissioner for Refugees</td>
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<td>UNICEF</td>
<td>United Nations Children's Fund</td>
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<tr>
<td>VSLASs</td>
<td>Village Savings and Loans Associations</td>
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<tr>
<td>WASH</td>
<td>Water, Sanitation and Hygiene</td>
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<tr>
<td>WFP</td>
<td>World Food Program</td>
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<td>YEP</td>
<td>Youth Education Pack</td>
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EXECUTIVE SUMMARY

On 25 March 2017, IGAD member states met in Nairobi during their Special Summit to agree on a framework that would enable the region find durable solutions to one of the world’s most protracted displacement crisis in Somalia, which forced more than 900,000 refugees to seek refugee within the region and the neighboring Yemen. Effectively addressing the Somali crisis that harkens back to the early 1990s, is a critical step towards dealing with the region’s large refugee crisis. Currently, the IGAD region hosts over 3 million refugees, the largest caseload being that of South Sudanese refugees.

As such, during the summit, regional leaders agreed on a set of commitments to provide sustainable options for addressing the Somali refugee crisis. They adopted the Nairobi Declaration and Plan of Action on durable solutions for Somali refugees and reintegration of returnees in Somalia, a pioneering regional deal for victims of forced displacement. The Nairobi Declaration signified desire by the region to make practical steps towards comprehensive refugee responses, inspired and guided by the Comprehensive Refugee Response Framework (CRRF). The strength of this regional pact is the commitment to deliver concrete results on the areas agreed upon. In this regard, this First Annual Report on the Nairobi Declaration and Action Plan reviews progress made in the implementation of these commitments at four levels.

First, the report examines progress made in creating conditions for safe and dignified return to Somalia, which are definitely key in addressing the root causes of the displacement crisis. Second, it assesses concrete achievements made in realizing the expansion of protection and asylum space in refugee-hosting states in the region, where countries have or are in the process of designing national plans or roadmaps. Third, the review assessed progress in the development of a regional capacity and cooperation framework to spearhead the implementation of regional commitments for refugees in general and Somali refugees in particular. At his level, regional thematic activities were rolled out in the areas of refugee education and health. These activities include the highly successful education thematic meeting held in Djibouti in December 2017, which adopted a declaration and plan of Action on refugee education. A planned future meeting will fittingly focus on livelihoods, promoting self-reliance and increasing economic growth in refugee hosting areas.

Finally, the report assesses advances made in forging a strong international solidarity framework for responsibility sharing and how this is unfolding in the region. The region has witnessed rapid and predictable response to new displacements supported through multi-year development finance and availing of opportunities for third country resettlement remain critical areas for special consideration. This reflect the new shift in thinking towards investing more in longer-term development initiatives as part of integrated national development planning.

The stock taking report and the financial analysis of development and humanitarian funding offers an in-depth view of where the region is and emerging gaps in implementation. The next phase of the Nairobi Action Plan will the roll out of the national roadmaps. These require multi-stakeholder participation both within government, international and local NGOs and the refugee and host communities in a whole of society approach.

Lastly, although it has for long been recognized that displacement takes a regional dimension, progress in the IGAD region has highlighted the indispensable role of regional organizations and frameworks in the Global compact on refugees now under formal government negotiations to
provide solutions for refugees. This report will, no doubt, enrich policy debates on the Global compact.
Statement by IGAD Executive Secretary

One year ago, on 25 March 2017, we met in Nairobi at the IGAD Special Summit to chart a way forward that would enable durable solutions to one of the world’s most protracted refugee situations—that of the more than 900,000 Somali refugees hosted in the region and Yemen.

The IGAD Heads of State and Government adopted the Nairobi Declaration and Plan of Action on durable solutions for Somali refugees and reintegration of returnees in Somalia which comprises a set of commitments made by the IGAD member states to provide sustainable options for addressing the Somali refugee crisis.

I’m proud of the tremendous regional and national efforts displayed so far, to deliver concrete results on the ground in line with these commitments of the Nairobi Declaration. The actions laid out in the regional results framework and national action plans have guided our collective efforts to ease pressure on refugee hosting countries, support refugee self-reliance, expand access to third country solutions and improve conditions in Somalia for voluntary and dignified return.

Currently, the IGAD region hosts over 3 million refugees, the largest caseload being that of South Sudanese refugees while the most protracted is that of the Somalis from the early 1990s. As a sub-region, we have learnt a lot from this precarious situation and are now well into making practical steps to apply comprehensive refugee responses now embodied in the Comprehensive Refugee Response Framework (CRRF). The regional thematic meetings have particularly been well designed to address the most pressing needs within key sectors across our priorities. Such forums as the education thematic meeting held in Djibouti in December 2017 and the upcoming meeting on livelihoods, promoting self-reliance and increasing economic growth in refugee hosting areas continue to generate innovative approaches on durable solutions for refugees but that also support the communities that host them.

The sustenance of our actions is underpinned by international solidarity and responsibility sharing. Rapid and predictable response to new displacements supported through multi-year development finance and availing of opportunities for third country resettlement remain critical areas for special consideration. The shift in thinking towards investing more in longer-term development initiatives, as part of integrated national development planning, will provide more lasting solutions to both refugees, internally displaced people (IDPs) and their respective host communities. The IGAD and World Bank regional operation - Development Response to Displacement Impacts Project (DRDIP) funded by the World Bank is one such initiative that integrates the needs of refugees and host community in providing long term responses in social service delivery, creation of livelihoods and economic opportunities and natural resource and sustainable environmental management.

The stock taking report and the financial analysis of development and humanitarian funding provide us with a good view of where we are and what the gaps are. The next phase of the Nairobi Action Plan will be the roll out of the national roadmaps/plans of action which require multi-stakeholder participation both within government, international and local NGOs and the refugee and host communities in a whole of society approach.

As a Regional Economic Community (REC), we are glad to note that the Global compact on refugees now under formal government negotiations takes cognizance of the role of regional organizations in the provision of solutions for refugees. Displacement often takes a regional dimension, we are keen to share our experiences and enrich the discussions of the Global compact.
Chapter 1

Introduction

For nearly three decades, Somalia and its neighbours have faced one of the world’s most complex and protracted displacement crises in modern history. By 2017, Somalia’s complex security and humanitarian crisis had forced more than two million Somalis to flee their homes, over a million as internally displaced persons (IDPs) and nearly 900,000 as refugees in the Horn of Africa region and Yemen. While the region and the world recognized the urgent need for a comprehensive solution to Somalia’s displacement crisis, a durable solution has remained elusive. The crisis had become a blot in the conscience of the region and the international community. It could no longer be ignored.


Convened within the aegis of the Inter-Governmental Authority on Development (IGAD), the Nairobi meeting adopted the Nairobi Declaration and Plan of Action on Durable Solutions to Somali Refugees and Reintegration of Returnees in Somalia. A year on, the Nairobi Declaration and Plan of Action have become trailblazers, reflecting a new deal for Somali victims of displacement. Effective implementation is a key distinctive feature of the new initiative. It is in this context that IGAD and its partners have created a follow-up mechanism with clear reporting to monitor and evaluate the effectiveness of interventions to resolve the crisis. One of the tools agreed upon to monitor and report on progress in the implementation of the commitments made in Nairobi is an annual Progress report. This is the first of the Annual Progress Reports of IGAD, which captures the level of the implementation of the Nairobi Declaration and Plan of Action.

1.1 A New Deal for Somali Refugees

A mix of developments in recent years pushed Somalia’s complex security and humanitarian crisis to a tipping point. The first was the humanitarian impact of the severe drought in 2016/2017 that spawned new influxes of refugees into Somali’s neighbours, aggravated the suffering of IDPs and returnees inside Somalia. Between November 2016 and May 2017, an estimated 738,600 people were reportedly displaced by drought, 3.2 million others were severely food insecure and in need of large-scale humanitarian assistance and thousands ravaged by diseases like cholera. Second, while

1 IGAD member states include Djibouti, Ethiopia, Eritrea, Kenya, Somalia, South Sudan, Sudan and Uganda.

Yemen has hosted Somali refugees—estimated at 255,000 by March 2017— who sought refuge in the country since the early nineties, the eruption of a bitter conflict in the country from 2011 led to insecurity and a deterioration of safety, protection and the humanitarian situation forced thousands to return to insecure zones inside Somalia. Meanwhile, frequent attacks by Al-Shabaab and other terrorist groups undermined security, peace and stability in Somalia and refugee-camps in the sub-region, complicating refugee protection and the prospects of safe voluntary return.

However, salutary changes at the regional and international levels have witnessed the emergence of new strategies, frameworks and initiatives to address the Somali displacement situation. Internationally, the 2016 New York Declaration on Refugees and Migrants, including its Comprehensive Refugee Response Framework (CRRF), highlighted the need for expanded protection of refugees, refocusing attention on the mandate and responsibilities of UNHCR to facilitate protection and the need for new approaches and partnerships based on the humanitarian-development continuum. Regionally, the CRRF inspired a renewed commitment to find durable solution to Somali refugees, IDPs and returnees reflected in the 2014 Addis Ababa Commitment towards Somali Refugees and the 2017 Mogadishu Declaration on Regional Cooperation on the Current Drought. The appointment of the Kenyan diplomat and politician, Ambassador Mohamed Abdi Affey, as UNHCR Special Envoy for the Somali Refugee Situation galvanized a new regional humanitarian diplomacy aimed at resolving the Somali refugee crisis. Within Somalia, the election of a new Parliament in December 2016 and the election of a new President in February 2017 raised hope for the stabilisation of Somalia and renewed commitment by refugee-hosting states to expand protection space and empowerment of refugees. These factors culminated in the March 2017 IGAD Summit.

1.2 Special Summit on Durable Solutions

The IGAD Summit, the first of its kind in the region, agreed on the Nairobi Declaration and the accompanying Plan of Action. The new deal for Somali refugees involved four sets of commitments. The first set of commitments aimed to creating conditions for safe, sustainable and voluntary return of refugees to Somalia. Second are commitments that seek to expand the delivery of durable solutions while maintaining the protection and asylum space for refugees by enhancing self-reliance, inclusion and access to services and assistance for refugees and host communities in countries of asylum. The third set of interventions seek to strengthen capacity and co-operation at the regional level on durable solutions for refugees. Finally, and pivotal, are solutions that seek to to ease pressure on host countries through increased international solidarity and responsibility sharing.

These commitments would remain a pipedream if they do not translate into concrete results on the ground. The process of implementing these commitments has two components: the adoption of National Action plans outlining specific commitments and pathways to the delivery of these obligations. Further, because the Implementation process builds on the Comprehensive Refugee Response Framework (CRRF), it seeks to forge broad partnerships and support by the international

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community. This Annual Progress Report assesses the progress made in the implementation of these commitments in the first year since the adoption of the Nairobi Plan of Action.

1.3 Methodology and Organization of the Annual Progress Report

To facilitate the implementation of these commitments, a number of instruments were agreed upon, including a comprehensive road map; a results matrix; and a mapping exercise of the current and planned humanitarian initiatives in the region. Methodologically, this annual progress report is based on careful desktop review of relevant reports and other documents relating to the implementation of commitments as well as selected interviews with key players.

The report is organized into four sections, in addition to an executive summary, introduction and a section on conclusion and recommendations. Section one assesses progress made in creating conditions for safe return to Somalia; section two reports on the achievements realized at ensuring the protection of asylum space in refugee-hosting states in the region; section three examines progress in the development of a regional cooperation framework; and, section four examines the emerging international solidarity framework for responsibility sharing.
Chapter 2
Creating Conditions for Safe Return of Refugees to Somalia

Somalia has remained the epicentre of one of the world’s largest displacement crises. For nearly three decades, an estimated 1.1 million Somalis have been living in protracted internal displacement. In 2017, an additional one million people were displaced by drought and conflict.\(^4\) There are nearly one million registered Somali refugees in the Horn of Africa and Yemen, and over 110,000 of them have returned to Somalia since December 2014.\(^5\) Since 2011, Somalia has received a growing number of asylum seekers and refugees fleeing conflict in Yemen, estimated at around 29,000 by December 2017.\(^6\)

Complicating Somalia’s displacement crisis, returning refugee join internally displaced people (IDP), rural-urban migrants and urban poor in congested settlements or temporary sites in cities such as Mogadishu, Baidoa, and Kismayo. This has increased pressure on the already limited and overstretched basic services and urban livelihood opportunities available. Somalia’s displacement crisis results from a complex mix of civil war, conflict, insecurity, recurrent droughts, food insecurity, impoverishment, marginalization, and overall socio-economic deprivation over decades of crises. In this context, resolving the current displacement, preventing future displacement and achieving durable solutions to the displacement situation is, therefore, dependent on the return of peace and security, revival of local economies, building institutions and fostering social cohesion and the resilience of the state, society and local communities.

This chapter examines the current status of the implementation of the commitments of the Nairobi Declaration and its Plan of Action, which has provided the requisite comprehensive framework for addressing Somalia’s displacement crisis. The Declaration and Plan of Action committed IGAD member states and external partners to work towards creating conditions for safe, sustainable and voluntary return of refugees and reintegration of IDPs and refugees in Somalia. The regional framework has been aligned to national initiatives to address the Somali crisis, including the Somalia National Development Plan, the Durable Solutions Initiative and the Recovery and Resilience


Moreover, the implementation of commitments relating to the Nairobi Declaration and the Plan of Action over the last year has occurred within the broader canvas of commitments to the Comprehensive Refugee Response Framework (CRRF) to create to conditions that would enable refugees return in safety and dignity.

As a follow-up to the Nairobi Declaration, Somalia adopted the National Action Plan (NAP), endorsed by the Council of Ministers on March 15, 2018. Both the NAP and a draft National Policy for Refugees-Returnees & IDPs, developed by the Federal Government of Somalia (FGS), followed the recommendations of the Mogadishu National Forum (MNF) held on August 28 – 30, 2017. The forum involved consultations that brought together a wide spectrum of stakeholders from all levels of the Government line ministries, Regional-State members and other stakeholders.

This review of the progress made and remaining challenges in the implementation of commitment made in Nairobi follows the Nairobi Plan of Action’s results framework, which translated the first objective of creating conditions for safe, sustainable and voluntary return of refugees and reintegration of IDPs and refugees in Somalia into six major outcomes: security and rule of law; restoration of civil authority; social services: economic recovery: reconciliation; and response and resilience to drought.

2.1 Security Sector and Rule of Law

The return and reintegration process and its sustainability in line with the Nairobi Declaration and Plan of Action are dependent on the restoration of safety and security in areas of return. However, clan-based conflict and insecurity persists especially in Lower Shabelle, resulting in conflict-induced displacement. Further, Although the Al Shabaab terror group has been weakened, areas still under its control remain volatile and unsafe for return.

Since March 2017, the Federal Government and its partners have made progress in reforming the security sector to restore safety and security. In April 2017, Somali leaders reached a landmark political agreement on the National Security Architecture. Further, during the London Somalia Conference in May 2017 they agreed on the Somalia Security Pact. Among other things, the Security Pact seeks to achieve a political agreement between the Federal Government of Somalia and Federal Member States on a national security model and architecture for Somali armed forces. It also seeks

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7 The RRF was launched in September 2017 as an encompassing framework to create long-term resilience and invest in the reduction of risk to disaster such as drought. See, UNDP, “Somalia launches Post Disaster Needs Assessment and Resilience Framework as first step towards long term recovery and risk reduction”, Report from the United Nations Development Programme, September 19, 2017.


to fast-track the Somali security sector reform and transition of responsibility for security from the African Mission in Somalia (AMISOM) forces to the Somalia National Army (SNA).\textsuperscript{10}

In the period under review, significant achievements were also made in adopting strategies and policies to advance the justice and security. Five of these are key: New Policing Model; Justice and Corrections Model; political agreement on a National Security Architecture; National Defence Strategy; and, Internal Security Strategy. Another notable milestone is the agreement on the integration of 2,400 Puntland troops into the Somalia National Army (SNA). Further, the Ahlu Sunna Waljama'a group\textsuperscript{11} and the Galmudug\textsuperscript{12} State Government agreed on a peace deal and power-sharing agreement\textsuperscript{13}. These accomplishments will set the foundation for the reform process in the security sector.

On 4 December 2017, during the Somalia Security Conference in Mogadishu, the Federal Government, the Federal Member States and the Benadir Regional Administration agreed to work closely together to accelerate agreement on the political decisions necessary to ensure full implementation of the National Security Architecture, including the integration of regional forces into Somali security forces and institutions, definition of roles and responsibilities of security forces under civilian oversight, and operationalization of Regional Security Councils with agreed roles and responsibilities in relation to the National Security Council.

Regional and international partners reiterated their commitment to provide support to security reform in Somalia.\textsuperscript{14} At this Security Conference an agreement was reached that a realistic, phased, conditions-based transition plan with clear target dates be developed by the Federal Government, together with the Federal Member States and with the support of the African Union, United Nations, European Union and other international partners. AMISOM remains critical during the transition phase. Its presence will allow Somalia to protect the political process, build its own security institutions, undertake security sector reforms, and take the necessary steps to assume responsibility for security across the country.\textsuperscript{15}

Progress was also made in providing support to Somali police forces to strengthen their capacity to cover more locations across the country. Ahead of the December Somalia Security Conference, the National Security Council reached an agreement on the New Justice and Correction Model as a critical step in promoting the rule of law. Further, the draft Somali National Action Plan contains

\textsuperscript{11}This is a Somalia-based paramilitary group consisting of moderate Sufis opposed to radical Islamist groups such as Al-Shabaab.
\textsuperscript{12}Galmudug is an autonomous region in central Somalia established in August 2006.
measures to strengthen the capacity of civilian security structures in the key areas of return. Besides seeking to strengthen the capacity of the police to attend to the security needs of returnees and host communities, these measures also aim to strengthen border authorities to support the return process.

Complementing the reform of the security sector are a series of reconciliation and stabilisation initiatives geared towards addressing community grievances and deliver peace. The Draft National Action Plan addresses the need to facilitate community dialogue and collaboration with the police to promote improved security and stability in areas of return. It also addresses the need to ensure returning IDPs and refugees and receiving communities are aware of the risks from mines, unexploded ordinance and abandoned munitions.

2.2 Restoration of Civil Authority

The Nairobi Declaration and Plan of Action recognized the establishment of a basic functioning of civilian administration in areas of return as a necessary step in creating conditions for the safe return of refugees. This outcome is aligned to Pillar 4 of the National Development Plan on effective and efficient institutions. In the period under review, the Federal Government and the Federal Member States made progress in strengthening their own capacities and institutions as well as enhancing their collaborative relations in order to reach agreements on key pending issues such as resource sharing, fiscal federalism, constitutional review or power sharing.

Capacity of Local Authorities: Focus should now turn to providing resources and strengthening the capacity of district and local authorities as primary duty bearers in the provision of basic services. So far, some concrete progress has realized in expanding local governance capacity in areas of return. In 2017, the Federal Member States of Jubbaland and South West, with the backing of the Federal Government, enacted local government laws.

Activities contributing to stabilization include efforts to increase the number of functioning districts and regional government authorities capable of addressing the service delivery needs of refugees, IDPs and host communities, and to effectively manage disputes over housing, land and property. In this regard, two district councils out of the eight targeted districts were formed, and the process of forming new councils initiated in three other districts. Further, reforms are under way to create new revenue streams and to define revenue sharing agreements between the Federal Government and the Federal Member States.

The National Stabilization Strategy: A new National Stabilization Strategy emphasising civilian leadership, local governance and the rule of law, lays the foundations for a governance system on local levels with clear peace dividends for liberated areas. The strategy has already provided the policy framework for South West and Jubbaland State Administrations to embark on their respective stabilization plans.

2.3 Delivery of Basic Social Services
Somalia’s conflict-affected areas continue to be vulnerable with civilians and returning refugees unable to access essential basic services such as health, education, Water, Sanitation and Hygiene (WASH) services. The Somali Drought Impact Needs Assessment (DINA) noted that 5.5 million people lack access to basic health services, 4.4 million are in need of water and sanitation support, 80,000 additional children stopped going to school and 121,000 are at risk of dropping out of school. Drought critically affected livelihoods as pastoralists lost their livestock and farmers lost crops.

In the medium, success in the implementation of the Nairobi Plan of Action will hinge on scaling up access to such key social services as education, health, housing, sanitation and water in areas of return. In the longer term the Somali DINA identifies the need to regulate service delivery, establish clear mandates and communication among government actors, improve urban planning at different levels and strengthen the institutional framework on housing, land and property.

### 2.4 Accelerated Economic Recovery and Development

Somalia’s economy has registered an impressive 5% per annum growth in nominal terms (3.6% in real terms) of its economy driven mainly by agriculture and services. However, in 2017, economic growth decelerated due drought with real GDP forecast projected to grow by 3.5% in 2018. Economic recovery is projected to continue in the 2018–2020 period, fuelled by remittances, lower oil prices, and improved security environment.

The main challenge is to ensuring that this growth and post-drought recovery is inclusive and contributes to poverty alleviation of marginalized populations such as the displaced who need social and economic safety nets. No significant progress has been made to relief Somalia of its external debt burden, currently estimated at about USD 5.1 billion or 81% of its GDP—most of which is in arrears. Because the country remains ineligible for financial assistance from International Finance Institutions, pending the clearance of its outstanding obligations, it is practically unable to invest in economic recovery and service delivery especially in areas of return.

Providing safe and dignified access to adequate basic services demands that Somalia strengthen its capacity to collect revenue, which currently accounts less than 2% of the GDP. Somalia continues to deliver its reform agenda under the IMF Staff Monitor Program (SMP), but it urgently needs to access international finance. Somalia has created the National Development Plan and approved its 2018 budget (USD 274 million), which is in line with the IMF’s fiscal reform requirements.

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19 International aid flow accounts and the financial flows from the private sector and diaspora account more than 20%, respectively.
2.6 Reconciliation and Social Cohesion

Some notable steps have been taken towards reconciliation and social cohesion in areas of return. The Federal Ministry of Interior and Federal Affairs together with the Ministry of Planning and International Cooperation in South West State and the Ministry of Interior in Jubbaland State have identified priority districts with communities that host large numbers of IDPs and where returnees settle to promote durable solutions, community reconciliation and social cohesion through a community and area-based, approach.

Municipal authorities and government departments have started to bring community members together to collaboratively identify their needs and priorities. They are encouraged to form community level forums known as Core Facilitation Teams, with displaced persons and host community representatives, as well as Member State, Regional, District and municipal authorities.

In Baidoa and Kismayo, Community Action Plans (CAP) have been developed. These plans, offer district authorities an innovative tool to coordinate development interventions in their area, and strengthen the capacity, legitimacy and presence of authorities among the population.

2.7 Response to the Drought

Failure of four consecutive rainy seasons in Somalia led to an extended and devastating drought. The drought led to massive losses of human development and increasing food insecurity. Between November 2016 and the end of 2017, more than one million people were internally displaced in Somalia due to drought and conflict. The increasing competition over limited natural resources caused a surge in clan conflict and a rise in conflict related displacement.

However, owing to an earlier and quicker response by the Government of Somalia and international organisations, a looming famine—like the 2011 famine that took 258,000 people’s lives—was successfully averted. Access to food and cash was far better than previously projected due to large-scale humanitarian assistance. Currently, over 3 million people are reached per month with activities geared towards improved access to food and emergency cash transfers.

2.8 Protection Framework

Remarkable progress was made in expanding the protection space in Somalia. As of December 31, 2017, Somalia had received an estimated 29,272 asylum seekers and refugees mainly from Yemen and Ethiopia. Refugees arriving from Yemen receive prima facie refugee recognition from the

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20 The Community Action Plans were developed through the support of the Midnimo (Unity) programme. Midnimo is a Joint IOM and UNHABITAT programme, funded by the UN Peacebuilding Fund and the UN Trust Fund for Human Security. More information available on: http://mpft.undp.org/factsheet/project/00103708 and https://www.uninsomalia.org/pros-cal-success-story-1/2017/12/7/somali-communities-define-their-own-development-priorities-through-the-midnimo-programme

Federal Government of Somalia (FGS) and the Governments of Puntland and Somaliland. UNHCR and government partners biometrically registered asylum seekers arriving from other countries.

In 2017, the parliament in Puntland enacted a new refugee Protection Law as a legal framework for the protection and assistance of refugees and asylum seekers in Puntland. The law provides a framework for access to durable solutions for refugees, including local integration. Under its global protection mandate, UNHCR continues to support resettlement of the most vulnerable households through regional and global advocacy efforts.

**Conclusions and Recommendations**

Some progress has been made towards creating conditions conducive for the safe and voluntary return and reintegration of refugees in Somalia in line with the Nairobi Declaration and Plan of Action. In the next year, focus should be on two areas:

**Inter-ministerial Mechanism:** The multi-sectoral characteristic of durable solutions requires a whole of government approach and sharing of responsibilities between ministries. This calls for a High Level inter-ministerial coordination and decision-making mechanism at the level of FGS to ensure effective coordination between relevant line Ministries and to ensure coherence between the policy and technical level.

**National Policy on Displacement:** Somalia urgently needs to a National Policy on Displacement to guide the search for durable solutions and to set an effective, realistic and comprehensive normative framework to respond to the needs of the displaced persons, including returning refugees, IDPs and host communities. The Policy will be implemented through the line ministries and institutions of the Federal Government as well as Federal Member States.
Chapter 3
Protection and Expansion of Asylum Space: Country Reports

The innovative attribute of the Nairobi Declaration and Plan of Action is that it entailed two overlapping sets of commitments to finding durable solutions to refugees in general and to Somali refugees in particular. At the one level was the commitment to collectively pursuing a comprehensive regional approach to deliver durable solutions for Somali refugees. At the second level, strategic objective 2 of the Nairobi Declaration and Plan of Action committed IGAD member states to individually adopt measures to maintain protection and asylum space and to promote self-reliance of refugees within their borders. The results frame for the implementation of the Nairobi Plan of Action identified six outcome areas. These include maintaining an open-door policy for refugees and asylum seekers; registering refugees and according them access to fundamental rights; ensuring the security, safety and social cohesion of refugees and host communities, particularly youth, children, women and other vulnerable groups; creating or increasing opportunities for local integration of individual refugees; and, facilitating voluntary repatriation. This chapter has used these outcome areas to guide the assessment of implementation within six IGAD member states, namely, Djibouti, Ethiopia, Kenya, South Sudan Sudan and Uganda.

3.1 Djibouti Country Report

Djibouti is one of the CRRF roll-out countries. By December 31, 2017, the country was hosting a total of 26,915 victims of displacement, a mix-bag of refugees (17,554) and asylum-seekers (9,361) from Ethiopia, Somaliland, Puntland, Eritrea and Yemen admitted on the basis of Individual Refugee Status Determination (RSD) procedures. An estimated 80% of the refugees are hosted in three refugee settlements of Ali Addeh, Holl-Holl, and Markazi while the rest, mainly Yemeni refugees, are in urban areas. Nearly half of these (13,164) are Somali refugees who live mainly in Ali Addeh and Holl-Holl settlements in the Ali Sabieh region.

Progress in Expanding Protection and Asylum Space

The Government endorsed the national CRRF Roadmap in December 2017, which includes provisions to facilitate voluntary repatriation for Somali refugees. The CRRF in Djibouti is built around three pledges made by the Government during the 2016 Summit on Refugees and Migrants in New York. They are: enacting a new National Refugee Law; providing access to quality education; and ensuring inclusion in the national health system. The Government met these commitments by including refugees in the national system, enabling them to access basic social services, providing quality education to refugee children, and integrating them into the national healthcare and insurance systems.

National Refugee Law: On January 5, 2017, the National Refugee Law was promulgated. On December 7 of the same year, President Ismail Omar Guelleh signed two long-awaited decrees on the implementation of this Law. The first decree aims to strengthen refugee eligibility procedures; the second ensures that each refugee has access to vital socio-economic services such as healthcare,
education, as well as employment opportunities. Both decrees reinforce the socio-economic integration of refugees in Djibouti, and this landmark represents a significant progress towards the respect of refugee rights and the fulfilment of the pledges. The new refugee law will ensure a favourable protection environment for refugees in Djibouti, enabling them to enjoy fundamental rights, including socio-economic integration and access to services such as education, health, employment, free movement and naturalization. The new legal framework will pave the way for greater inclusion of refugees in Djiboutian society.

Thematic Forum on Education: In response to the Nairobi Plan of Action, the Government of Djibouti and IGAD secretariat co-hosted a regional ministerial conference on refugee education, the first regional thematic meeting, on December 14, 2017 in Djibouti. The meeting adopted the Djibouti Declaration on Regional Refugee Education and its accompanying Plan of Action. IGAD ministers of education committed to take collective action to ensure that every refugee, returnee, and individuals in the host communities have access to quality education in a safe learning environment and without discrimination.

Djibouti has allowed refugees to receive certified qualifications. Moreover, the shift from camps to settlements, offer the opportunity to refugee children to attend schools of their choice which will facilitate their integration and further foster cohesion between refugees and host communities.

Use of Biometric Identity Management System: For four decades, Djibouti has maintained an open-door policy for refugees. It has granted prima facie refugee status to refugees and asylum-seekers from Yemen since 2015 and from Somalia since 1991. Since October 2017, a verification the profiling exercise has been conducted using the UNHCR Biometric Identity Management System (BIMS) tool to update the actual refugee database. The exercise was expected to end in February 2018. It aims to strengthen the collection of refugee biometric and biographic data to facilitate the identification for both assistance purposes and the search of durable solutions.

Security, Safety and Social Cohesion: The Djibouti Development Agency (ADDS), with the support of the World Bank, has initiated projects in in the refugee hosting areas of Ali Addeh, Holl-Holl and Obock for both refugees and the host communities. These projects will help ease pressure on host communities and reinforce their social cohesion with refugees.

Opportunities for Local Integration and Voluntary Repatriation: In October 2017, the Government of Djibouti and UN country team signed the 2018–2022 UN Development Assistance Framework (UNDAF). Under the framework, UNHCR and development partners committed to support the Government of Djibouti to ensure that refugees are included into the national development systems. Among other objectives, these interventions seek to contribute to improving refugees’ access to basic social services and strengthening their resilience with a particular focus on the most vulnerable groups, including women and children. Recently, refugees have been included in the key sectors of the UNDAF. UNHCR is working with the Ministry of Interior in Djibouti and the Embassy of Somalia on a tripartite agreement to better assist refugees who choose to return to Somalia. Among the Somali refugees residing in the camps, an estimated 500 people have expressed their willingness to return to Somalia. In February 2017, 61 individuals (17 families) returned to Mogadishu.

Self-Reliance and Access to Services

Jobs and Livelihoods: In 2015, a survey on livelihoods and self-reliance conducted in Ali Addeh and Holl Holl camps categorized between 50 and 60 per cent of the refugees in Djibouti as very poor and 20 to
25 per cent as poor. Both refugee and host community households depend on unreliable income sources, mainly from sales of charcoal and wood, non-agricultural wages such as domestic labour, gifts and remittances. Refugees and host communities lost livestock during the 2016-2017 prolonged drought, contributed to dire economic situation in the refugee-hosting area. However, with the coming into force of the new refugee law, refugees can enjoy the right to work. The decree related to the rights of refugees indicates that the refugee identification card doubles up as a resident permit and a work permit. Further, a livelihood strategy being developed seeks to promote the self-reliance of refugees.

**Freedom of movement:** There has been a remarkable shift from the encampment policy, which consists in limiting refugees to camps in order to access basic social services. In line with the Nairobi Declaration, the Government has committed to gradually implement an out-of-camp policy. During the Regional Conference on Education held in December 2017, the Djibouti Minister of Interior shared his government decision to consider refugee camps as “villages” or “settlements”.

**Enhanced education and skills training:** Djibouti is working towards providing all refugee children with access to accredited and quality education and skills training to enhance self-reliance for refugees. Initial progress has been made to train a sufficient number of refugee teachers. Djibouti is also working with Kenya to establish a system of equivalency certification for the English-language curriculum taught in Djibouti’s refugee settlements. Further, in August 2017, the Government of Djibouti, supported by external partners, endorsed the plan of action on education. In this regard, on August 28, 2017, the Ministry of Education and Vocational Training (MENFOP) signed a Memorandum of Understanding with UNHCR on the inclusion of refugees in the national education system. Following this agreement, the curriculum in Djibouti was translated into English. At the start of the new school year in September 2017, refugee students in Djibouti from the first grade are being taught in English. However, previously-earned certificates are also recognized\(^{22}\). More than 3,900 refugee children were enrolled in the new school year in 2016/2017.\(^{23}\)

**Access to Health Services and Water:** Progress has also been made in providing access to quality integrated health services, water, and sanitation to both refugees and host communities. In January 2018, UNHCR and the Ministry of Health signed an agreement that aims to provide refugees with access to the national health system. Discussions are ongoing with the Government to support UNHCR’s request to the Government of China to connect refugee settlements and hosting villages to the water pipeline from Ethiopia. This project is expected to benefit both refugees and host communities.

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Conclusions and Recommendations:
Since March 2017, the Government of Djibouti, working with external partners, has made progress in the implementation of the Nairobi Declaration and its Plan of Action in regard to expanding protection and the asylum space. Specific achievements were registered in the areas of introducing a new law to create an enabling environment for refugees; provision of education, skills and training; guaranteeing the freedom of movement; creating new opportunities for employment and livelihoods; and increasing access to social services particularly health and water.

In the next year, focus at the national level will be on the following eight related areas:

a) Provision of support to relevant Government agencies for the implementation of the National Refugee Law and two implementation decrees, especially in the area of capacity building;
b) Raising awareness among stakeholders and support refugee access to the justice system and potential naturalization;
c) Supporting the socio-economic integration of refugees across the country through activities aimed at ensuring refugee self-reliance;
d) Scaling up resettlement as a durable solution for refugees in the country;
e) Facilitating voluntary repatriation of Somali refugees;
f) Supporting education, health and water initiatives for refugees and host communities;
g) Building broad-based and sustainable partnerships to increase support from donors to line ministries, local authorities and host populations for operational delivery; and,
h) Increase donor engagement in the development of infrastructure in refugee hosting areas.
3.2 Ethiopia: Country Report

With a caseload of 892,555 refugees and asylum seekers, including 253,889 Somalis, Ethiopia is Africa’s second-largest refugee hosting state. Ethiopia the co-host to the 2016 Leaders’ Summit in New York—and currently a CRRF roll-out country. As the current chair of IGAD, it played a pivotal role in the processes leading to IGAD’s Special Summit in Nairobi on Somali refugees and the post-summit implementation efforts. The country is, therefore, fully seized with the implementation of the durable solutions framework, including the expansion of the protection and asylum space and in building regional capacity and forging the requisite partnerships to enhance self-reliance for refugees and host communities.

*The National Action Plan:* Ethiopia has adopted a comprehensive National Action Plan, the CRRF Roadmap that sets out key activities and timeframes. The roadmap stresses the need for legal and policy reforms as well as technical capacity to operationalize each of the pledges; the adoption of concrete development interventions to support the transition from humanitarian relief to sustainable development; and, to support refugee self-reliance and livelihood activities. In November 2017, the Prime Minister’s Office established National Co-ordination Unit bringing together government representatives, donors, the World Bank, UN agencies and representatives from international and national NGOs. The Unit is dedicated to ensure implementation of the National Action Plan through a multi-stakeholder approach. Although all durable solutions remain available to refugees, assistance and self-reliance measures are prioritized as important for both successful voluntary return and potential local integration or resettlement.

**Protection and Asylum Space**

UNHCR and other partners are working with the government of Ethiopia to provide support to local government justice and rule of law institutions to help expand Ethiopia’s asylum and protection space, including measures to ensure the security, safety and social cohesion of refugees and host communities. Ethiopia maintained an open-door policy for refugees and asylum seekers, ensuring that refugees are registered and have increased access to fundamental rights. Since January 2017, Ethiopia has received an estimated 106,092 refugees mainly from South Sudan (almost 74,400), Eritrea (over 22,700), Somalia (over 6,600) and some from Yemen, who have been recognized on a *prima facie* basis. The Government’s Eligibility Committee has processed other refugees on the basis of individual refugee status determination.

**Refugees registration:** In August 2017, Ethiopia amended the Proclamation 760/2012 allowing issuance of civil documentation to refugees. A subsequent Directive outlining details on implementation was issued in September 2017. Under a new programme of refugee registration launched countrywide in October 2017, births, deaths, marriages and divorces are recorded within the national registry while refugees receive same certificates as Ethiopian nationals. In line with the Government’s pledge to issue birth certificates to children of refugees born in Ethiopia, birth certificates have also been issued to refugee children born before the enactment of the new law. The Government and partners launched an awareness campaign within refugee camps and in urban areas on the new law and the registration process. As a result, between October and December 2017, 200 births, 65 marriages, 18 divorces and three (3) deaths relating to refugees were registered in Addis Ababa alone.
**Access to Fundamental Rights:** A revised “Refugee Proclamation” is underway. The revised law, to be promulgated during the current session of Parliament, will incorporate the wider and basic rights outlined in the roadmap or pledges. There are also plans to include refugees in the next national census slated for later in 2018.

**Local Integration:** When passed into law, the revised Refugee Proclamation will facilitate local integration of at least 13,000 refugees who have lived in Ethiopia for 20 years or more who are already identified by the Administration of Refugees and Returnees Affairs (ARRA). An additional Directive is expected to set out the details on implementation of the local integration, a concrete pledge Ethiopia made. Furthermore, a Technical Committee under the CRRF structure will deal with the local integration for refugees who have resided in Ethiopia for a protracted period (indicatively 20 years or more).

**Self-Reliance, access to service and assistance**

The revised Refugee Proclamation is expected to provide the legal basis for refugees to increasingly access wage earning employment and social services.

**Assess to Gainful Employment:** The new law will also seek to enhance the financial inclusion of refugees, allowing access to bank accounts and driving licences. Progress has also been made in regard to the Ethiopia Jobs Compact. The aim is to encourage private sector investment and increase economic opportunities for refugees and the host communities in line with Ethiopia’s National Development Strategy. Ethiopia is working with development partners (including the World Bank, European Investment Bank, European Union and DfID) to create and implement an ambitious system of industrial parks expected to generate employment opportunities for nationals and refugees. By the end of 2017, five such industrial parks were operational, with plans underway to raise these to 14. Three of these industrial parks—Mekelle, Dire Dawa and Alage—have potential to provide access to employment to Somali refugees. A survey is underway to to match available skills set within the refugee population and employment opportunities.

**Access to Agricultural Land:** Through an initiative by IKEA—a Swedish-founded Dutch-based multinational group specializing on ready-to-assemble furniture, kitchen appliances and home accessories—Ethiopia has embarked on providing irrigable land for crop production in Melkadida refugee camp to support the livelihoods of refugees and the host community. Under this initiative and within the confines of the law, Ethiopia is setting aside 10,000 hectares of irrigable land to allow 20,000 refugee and host community households (100,000 people) to engage in crop production through irrigation schemes. Progress is expected to be made following the setting up of the Technical Committee on Work and Livelihoods.

**Freedom of Movement:** Progress in the implementation of the ‘out of camp’ policy, already enjoyed by some Eritrean refugees, is expanding the refugees’ freedom of movement. Newly arriving South Sudanese refugees are also being considered to benefit from the out-of-camp policy. A more comprehensive “out-of-camp” policy being developed will include all refugee nationalities.
Access to Education and skills Development: Progress has also been registered in expanding the enrolment of refugee children in education at all levels. During the 2016/2017 period, enrolment increased from 96,700 (54%) to 132,563 (72%) in primary school; nearly doubled from 3,785 to 7,665 in secondary school; and rose from 1,600 to 2,300 in higher education. Since 2016, the Ministry of Education has integrated refugee education data in the government’s national Education Management Information System (EMIS). Moreover, the Ministry of Education has validated the refugee EMIS, which is being considered for inclusion into the national report for the 2016/17 academic year. The Government has offered 2,300 scholarships to refugees for tertiary education and incoming students commencing in the 2017/2018 school year. Refugees also benefited from 266 DAFI scholarships, UNHCR’s higher education scholarship programme, and 251 government scholarships.

Access to health services: Generally, Ethiopia’s Administration of Refugee and Returnee Affairs (ARRA) manages the primary healthcare services in refugee camps. However, in Melkadida refugee camp a number of primary healthcare facilities such as Health Centres and Health Posts are operated by NGO partners such as Médecins Sans Frontières (MSF) and Humedica. NGO partners are also supporting initiatives in capacity building, mental health and community based reproductive health activities. Further, refugees also access the Secondary and Tertiary levels of health services, mainly provided at health facilities within the national health care system such as regional hospitals and specialized central hospitals through the network of referral facilities from camps and regions to Addis Ababa. ARRA manages the referral service. Refugee public health is also benefiting from a strong collaboration with the national health systems especially in the areas of integrated capacity building, drug management, secondment of human resources and donation of medical equipment.

Conclusion: National Level Priorities

Ethiopia has already made significant progress in meeting a number of its pledges. Strides have been made particularly in the area of civil documentation, education and access to health services. However, success in expanding refugees’ rights, freedom of movement, access to work and opportunities for local integration hinges on the completion and implementation of the revised Refugee Proclamation.

In this regard, areas of focus in the next 12 months, priority areas of focus will include the following:

a) Refugee Proclamation: Finalization of the revised Refugee Proclamation, which is at the final stages of the legislative process, expected to go through the Council of Ministers and thereafter be submitted to Parliament.

b) ARRA Strategy: The Implementation of ARRA’s 10-year Strategy to support changes in the legislative framework. The Strategy is expected to address refugee needs through strong linkages between humanitarian assistance, development interventions and peace building initiatives.

c) CRR Governance: Fully implementation of the CRRF Governance Structure in the country. A CRRF Secretariat is in the process of being established with five technical committees, organized around “Out of Camp Policy”; Education, Work and livelihoods, Documentation, and other social and basic services. Also involved are the appropriate line ministries and other stakeholders such as the private sector.
3.3 Kenya: Country Report

Kenya hosted the March 2017 IGAD Special Summit that adopted the implementation of the Nairobi Declaration and the Plan of Action. Kenya has a long history of hosting a mix-bag of refugees and asylum-seekers from the region and beyond. As of January 2018, the country was hosting an estimated 486,460 refugees, nearly 90% of them in the Dadaab (49%) and Kakuma (38%) refugee camps, both established in the early 1990s. Although the vast bulk of refugees (58%) originate from Somalia, the continues to host refugees and asylum seekers from South Sudan (22.9%), Democratic Republic of Congo (7.3%), Ethiopia (5.7%) with refugees from Sudan, Rwanda, Eritrea, Burundi, Uganda and others making up 5.8% of the total population. Refugees from South Sudan (111,612) have increased since the onset of the current political and humanitarian crisis in December 2013. In 2017 alone, Kenya received about 27,598 new arrivals mainly from South Sudan, Congo (DRC), Burundi, Ethiopia, and Rwanda. Some 65,109 refugees (13% of the total caseload) live in urban areas (mainly Nairobi). As a result of spontaneous returns, ongoing repatriation of Somali refugees, the 2016 verification exercises conducted in the camps and limited resettlement, Kenya’s refugee caseload has decreased from 593,881 in 2015 to 486,460 by January 31, 2018.

Expansion of Protection and Asylum Space

**Progress towards Open-door Policy:** Kenya has largely maintained an open-door policy for refugees and asylum seekers. During the period under review, Kenya continued to receive refugees from the region, including 19,919 South Sudanese who have been registered as refugees under the existing *prima facie* procedures. A total of 4,122 new arrivals from Burundi were registered in 2017. In April 2016, Kenya revoked *prima facie* status for Somalis. By December 31, 2017, some 4,200 Somali refugees have been registered while around 56,514 others are awaiting Status Determination. Some 65,109 refugees are registered under the UNHCR urban programme, mainly in Nairobi.24

**Refugee Law and Administration:** In 2017, Parliament passed a progressive draft Refugee Bill, owing to insufficient public hearing it was not signed into law. A new legislative process is expected to be launched in 2018. In 2017, the Refugee Affairs Secretariat (RAS) was established as the legal charged with managing refugee affairs in Kenya.

**Refugee Registration and Rights:** New arrivals are registered jointly the Government and UNHCR in Kakuma and Nairobi using UNHCR’s BIMs biometrics tool. Since 2015, Kenya has suspended the refugee registration process in Dadaab owing to security concerns and apprehension that continued registration would become a pull-factor for Somalis, undermining the on-going voluntary repatriation efforts. While registered refugees gain access to all services available in the camps, unregistered applicants only have access to in-kind food ration and emergency medical.

**Refugee and Security:** Sporadic terrorist attacks inter-ethnic tension and conflict between refugees and the host community have compromised security in refugee hosting areas in Northern Kenya. However, the Government has taken steps to towards integrated services and livelihoods, which will mitigate antagonism between the host community and refugees who are perceived by the former

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24 Data on refugees and asylum seekers living in other Kenyan cities and towns is included because a recent verification process took place only in Nairobi.
as privileged.

Continued implementation of the Security Partnership Project (SPP), Moreover, signed between the Government and UNHCR in 2011, has enhanced the role of the host communities as key actors in security management. Anti-radicalization activities have since been included in the programme and aligned with the Government’s National Strategy for Countering Violent Extremism. Further, the establishment of a courthouse in Daadab in November 2017 with support of UNHCR has expanded refugees’ access to judicial services and strengthened the law as an instrument of resolving conflicts in the camps, thus complementing the traditional Somali justice system (Maslaha) that refugees have relied upon in Daadab.

Local integration and Voluntary Repatriation: Progress has also been made towards the expansion of opportunities for local integration of individual refugees in line with the Government pledge to facilitate the legal status for those refugees with legitimate claims to citizenship or residency through marriage as per the laws of Kenya. Further, voluntary repatriation for Somali refugees has continued into 2018. Over 100,000 refugees have returned spontaneously since 2012. Under the organized return program launch in December 2014, UNHCR and partners have assisted over 76,589 Somali refugees to voluntarily return to Somalia between December 2014 and December 2017.

Self-Reliance, Access to Service and Assistance

Kenya has also made progress towards fulfilling its pledges to expand access to economic opportunities and social services for refugees and host communities within the laws of the country through initiating self-reliance and inclusion projects and development of infrastructure and social amenities in refugee hosting areas.

Access to Salaried Employment: After the on-going review of the Refugee Act 2006, the right of refugees to wage-earning employment will be affirmed and expanded. Under the provisions of the Kenyan Immigration Act 2011, the Government is increasingly issuing refugees with Class M permit. Similarly, measures to reduce the lengthy asylum process will help refugees acquire identification and subsequently the legal documentation such as work permit, business registration and Personal Identification number (PIN).

Access to Business Permits: Progress has also been made in decentralizing the issuance of single business permits through County business licensing offices. In Kakuma and Dadaab, newly created County offices have facilitated the increased issuance of business permits. Refugees can now apply for single business permits at the office of the County Administration (Trade, Tourism and Industrialization). Opportunities for refugee business have increased following the launch of the WFP Bamba Chakula programme, which enables refugees to buy food that is not given at distribution centres such as meat, milk, fruits and vegetables. Participating traders are required to secure business permits.

However, there is need to increase refugees’ awareness of their rights, the requirements and procedures in regard to accessing legal documentation. Correspondingly, it is important to enhance awareness by government line ministries and employers of refugee rights including access to basic services, education and wage-employment opportunities.

Access to Irrigable Agricultural Land: In 2015, the Government of Turkana County allocated about 1,500 hectares of land at Kalobeyei for a new refugee settlement to accommodate the increasing
number of refugees in Kakuma. Designed as a multi-agency initiative that brings together the Turkana County government, the national government, UN agencies, development actors, NGOs, private sector and civil society, the Kalobeyei Integrated Social and Economic Development Program (KISED) is a bold attempt to provide refugees access to agricultural land for the first time in Kenya. Its aim is to develop the local economy, create sustainable economic opportunities and enhance service delivery at Kalobeyei to uplift the lives of over 60,000 refugees and host communities.

Enhanced Education and skills Development: Progress has also been registered in the provision of education and skills training for the refugee population in Kenya. Refugee school enrolment rates for primary school match those of Kenyan nationals. However, enrolment is significantly lower than that of nationals at the secondary school level, currently standing at 18% for refugees and 57% for nationals. According to UNHCR data, refugee enrolment in secondary school in Kenya is the highest in the region. Continued extension of access to education systems at all levels has been key in boosting economic opportunities for Somali refugee students and the host communities in Daadab.25

In regard to skills training, the inception of a Government Accredited Qualification programme has expanded opportunities for refugees to acquire government accredited qualifications. The aim of the GAQ programme is to promote community development and to provide income-generating activities to refugees, thus boosting employment opportunities for students within the Dadaab Refugee Camp. The qualifications are issued by the National Industrial Training Authority (NITA), which started testing and accrediting refugee students in Dadaab in 2013, and the first batch graduating in 2016.

Moreover, the Ministry of Education has continued to encourage and facilitate the admission of Somali refugees to technical institutions across the country through issuance of student passes to various public universities and other tertiary institutions. Significantly, Kenyatta University opened a campus in Daadab refugee camp to enable refugees study for diplomas and degrees.

Moreover, UNHCR has supported the setting up of a training facility for Somali refugees in Daadab will be established in Fafi sub-county in Garissa. Similarly, the ministry of Education has offered and supervised skills trade tests for the Youth Education Pack (YEP) programme, designed to enhance access to basic numeracy and literacy education and to facilitate skills transfer for Somali refugees. With the support of the government, the Norwegian Refugee Council (NRC) has registered the Youth Education Pack as a recognized training and examination centres for trade tests.

These efforts are paying off. In the period under review, some 8,041 refugee children sat and attained the Kenya Certificate of Primary Education (KCPE) certification. Another 2,420 adolescents sat and attained the Kenya Certificate of Secondary Education (KCSE) certification. An additional 50 refugee students acquired certificates for various courses, including diplomas (85), vocational skills certification (1,500) and university education (25).

Environmental Resource Management: In the period under review, the government and partners also made remarkable progress in conserving and managing environmental resources. Some 20 hectares

25 UNHCR Kenya. “Government Accredited Qualification Boosts Employment Opportunities for Students in Daadab Refugee Camp”. Last Updated 31 July 2017
were rehabilitated in Ifo 2 camp in Dadaab. Some 56 hectares of green-belts were also established in the same camp where refugees helped in watering of seedlings, repair of the water reticulation system, and planting of vegetables and fruit trees. Further, some 360,000 assorted seedlings were produced and distributed for planting in Ifo, Ifo 2 and Dagaahley camps as well as various host Community sites. Another 85,000 seedlings were prepared for planting in Hagadera camp and adjacent host community areas of Welmerer and Alijugur.

Refugees and host communities were also supported to establish climate-sensitive livelihood enterprises in line with the plans of the Government and counties to shift to green economy by 2022. This shift includes supporting pro-poor interventions that secure access to clean energy and efficient natural resource management, including promoting sustainable types of energy for cooking, lighting and income generating “green” activities for refugees and host communities.

**Access Health Services, Water and Sanitation:** Progress was equally made in advancing refugee access to healthcare, water and sanitation services for Somali and other refugees. In 2017, some 4,900 (urban) refugee families were registered under the National Health Insurance Fund (NHIF). The government has continued to encourage more residents (including refugees) to register as part of reaching its goal of providing universal health care to all. This registration is also planned for camp refugees in 2018. Basic services targeting refugees are now expanded to include the host community. The local population can access health services in Kakuma and Dadaab camps free of charge. The planning and provision of these services at the Kalobeyei settlement integrate the refugee and the host community. Devolved system has increased county involvement in social service delivery for refugees and host communities.

**Cash-based Assistance:** Since 2015, the World Food Programme (WFP) Kenya has transferred cash to refugees to as part of their food assistance. In 2016, about 17.3 percent of the total expenditure (about $10.14 million USD) consisted of cash-based transfers to over 434,000 refugees. The amount of cash-based transfers as a percentage of total expenditure increased to 24 percent in 2017. With cash transfers, refugees are able to make choices about what they eat, diversify their diet, improve access to food and better nutrition. The system of cash transfers has minimized the involvement of refugees in negative coping strategies such as selling valuable assets to buy food. It has strengthened local markets, encourage productivity among smallholder farmers, helped build local capacities and resilience even in times of crisis and boosted the local economy.

**Conclusion: National Level Priorities**

The government and its partners have made remarkable progress in expanding the legal framework for refugee protection, wage-based employment and business opportunities, education and skills training and service delivery in the areas of healthcare, water and sanitation in an integrated fashion to refugees and host communities.

Priority areas of focus in the next 12 months will include the following:

a) **Refugees and the National Development Plan:** Measures to integrate refugees in a comprehensive National Action Plan. Priorities articulated in the National Development Plan will be aligned to the County Integrated Development Plans in the refugee-hosting Turkana and Garissa Counties. The NAP will build on the commitments the Government made at the
2016 Leaders’ Summit and in the 2017 Nairobi Declaration and its Plan of Action regarding empowering refugees and host communities.

b) Voluntary Repatriation: UNHCR will continue to assist the Somali refugees willing to return. Through the provision of legal, financial, material and logistical assistance, UNHCR projects to assist 41,400 Somali refugees from all locations in Kenya to return to Somalia and 51,700 in 2019. By 2020, it is anticipated that the vast majority of those willing to return would have done so. Efforts will be made to explore the feasibility of returns of non-Somali refugees.

c) Opportunities for Local Integration: in the legal sense, local integration will only apply to a limited number of refugees officially married to Kenyans. The main focus will be on economic integration to promote self-reliance of beneficiaries through development of individual capacities and creation of an enabling environment for livelihoods opportunities.

3.4 South Sudan: Country Report

South Sudan is actively participated in the Special IGAD Summit and the adoption of the Nairobi Declaration and its Plan of Action. However, it is not a CRRF roll out country. As of December 31, 2017, South Sudan hosted 283,409 refugees and 1,898 asylum-seekers mainly from Sudan, the Democratic Republic of Congo, Ethiopia, Central Africa Republic but a few others from Uganda, Somalia, Eritrea, Syria, Burundi and Egypt. Refugees have settled in 21 different locations in the five former States of Upper Nile, Unity, Central Equatorial, Western Equatorial and Jonglei.

In the year under review (2017), South Sudan received 16,193 new arrivals mostly from South Kordofan and Blue Nile states of Sudan. Over 1.9 million people are internally displaced within the country. Further, South Sudan hosts an estimated 20,000 Somalis mainly in urban areas. By August 1, 2017, 4 recognized refugees and 162 asylum-seekers from Somalia were registered with UNHCR and the government Commission of Refugee Affairs. By 31 December 31, 2017, this number had gone down to 2 Somali refugees and 28 asylum-seekers located in Juba and Makpandu refugee camp.

Expansion of Protection and Asylum Space

Open-door Policy: The Government of South Sudan (GoSSD) maintains an open door policy for refugees and asylum-seekers from neighbouring and other countries. In 2012, the country adopted the National Refugee Act. In 2017, it adopted the implementing Regulations relating to the Act. Group determination and prima facie refugee recognition has continued to apply for refugees from

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27 This figure is derived from the statement by the Government of South Sudan, during the IGAD Special Summit on Durable Solutions to Somali Refugees, March 25, 2017, Nairobi Kenya.
Sudan, DRC and CAR. Currently, Somali asylum-seekers are required to submit their claims to the Commission of Refugee Affairs (CRA) for status determination

**Refugees registration and Rights:** All refugees and asylum-seekers are registered through a Biometric Identity Management System (BIMS), jointly managed by CRA and UNHCR. The national census that was carried out by the National Bureau of Statistics in 2008 before South Sudan’s independence incorporated the refugee population. Some 71% of refugees have been issued with identity documents. In 2018, registration for refugees will take place in the three camps in Maban/Bunj, former Upper Nile State.

The biometric registration and verification of refugees and asylum-seekers is undertaken every 3 years in refugee camps. It is currently underway in the Maban camps and will take place in Jamjjang, former Unity State in 2019. Birth notifications are being issued to refugees by medical facilities in refugee camps and urban settlements. However, there is no procedure currently in place for the issuance of birth certificates by the designated government authority. The new Civil Registry Bill, passed by the Transitional National Legislative Assembly (TNLA) in January 2018, will hopefully set up formal national procedure for registration of births, deaths and other civil registry acts for refugees and asylum-seekers.

**Security, safety and social cohesion:** There are police centres in refugee camps with a total of 175 police officers deployed in refugee camps in Maban, Jamjjang, Yei, Yambio and Gorom. In 2017, a total of 546 refugees and asylum-seekers received legal assistance or counselling from UNHCR and its partners, many cases relating to crime and detention.

Protracted refugee situations and prolonged conflict in the country have led to drastically deteriorating socio-economic situation. Refugee and host communities are competing for scarce resources and over-stretched social services such as health, water and sanitation. Tensions and violent clashes between refugees and the host communities are not uncommon as an increasing number of the host population seek to access basic services available in refugee camps. Peace Committees have been established to facilitate dialogue and resolve arising disputes between refugee and host communities. Because the Government has not yet developed a development plan and system, refugee protection is guided by an Interim Cooperation Framework with UN agencies.

**Local integration:** According to the 2012 Refugee Act, refugees can seek South Sudanese nationality through naturalisation. Moreover, the 2011 Nationality Act allows “aliens” to apply for citizenship after 10 years of continuous residence or 5 years in the case of marriage to a South Sudanese national. According to the Department for Nationality, Passport and Immigration(DNPI) and in reference to the 2011 Nationality Act, refugees can only apply for naturalization by 2021. The Commission of Refugee Affairs has been facilitating negotiations with local authorities for the allocation of farming land to refugees. In Maban, Yei and Lasu, refugees have already accessed farming land.

**Business environment:** Article 33 (f) of the 2012 Refugee Act guarantees refugees’ the right to seek wage employment. By 2017, approximately 3 - 5% of 142,122 refugees were employed in the informal sector, the dominant sector in South Sudan.

In 2017, UNHCR supported the growing of sorghum, maize, cowpeas, groundnut and sesame in approximately 1,200 acres. Water harvesting sites were installed in 20 agriculture demonstration gardens set aside for vegetable production. Approximately 40% of refugee households are
cultivating small plots around their homestead. An estimated 20,000 households both refugee and host community received assorted seeds and vegetable kits from UNHCR/FAO. Further, refugees in South Sudan have been able to access banks and micro-finance institutions in Juba, Yei, Yambio and now Cooperative bank in Maban.

**Freedom of Movement:** In principle, all refugees in South Sudan are guaranteed the freedom of movement. The 2012 Refugee Act and its 2017 Regulations provide the right of refugees to be issued with identity documents, to enjoy full legal protection and the right to remain in the country. CRA has issued refugees issued with ID cards. In cooperation with UNHCR and DNPI, CRA issues Convention Travel Documents (CTDs) to refugees enabling them to travel abroad for medical treatment and other emergencies. CRA and DNPI issues some 20 CTDs annually to refugees.

**Education and Skills Training:** Progress has been made to increase education and skills development for refugees. 40,871 refugee children are enrolled in primary schools across South Sudan, including 19,287 girls and 21,584 boys. Some 2,500 children graduated from primary school accounting for 6.1% of the total number of children in primary school. In secondary schools, enrolment stands at 3,454 refugee children, including 674 girls and 2,780 boys. Some 700 students graduated from secondary school, representing 25.2% of total enrolment. Early marriages and parental preference to send boys to school have contributed to a high dropout rate for girls.

Some 83 refugee students are engaged in university studies. 56 of these are supported by the German Government through DAFI scholarships. 27 students are self-supporting. Although scholarship programs are available only to South Sudanese who have the requisite a national ID card, refugees also benefit from some state scholarship programs. Further, in 2017, 14 refugees received internship programs from the state. Refugees possessing certificates from the Ministry of Education have free access to tertiary education. There are plans to increase the number of scholarship programs offered by the state. UNHCR will continue offering refugees scholarships for university studies through DAFI, though the number of scholarships are subject to availability of funds.

Progress has been made to include refugees in the Education Strategic Plan 2017–2022. Refugees Government certification are being considered for enrolment in the in-service teacher training program. The Ministry of General Education and Instructions (MoGEI) is planning to enhance refugee youth access to secondary and Technical Vocational Education Training (TVET) activities. Finally, refugees’ education data is currently being included in the school admission forms for both refugees and nationals.

**Sustainable environmental management in refugee hosting areas:** Approximately 70,000 tree species covering 28 acres of forest cover have been marked in line with the local environmental protection by-laws. Further, more than 150,000 of tree seedlings equivalent to 60 acres of forest cover have been raised and distributed to refugees and host population to facilitate reforestation of depleted areas. UNHCR, in collaboration with national and international partners, government forestry, environmental institutions and County departments of Environment and Agriculture and forestry, have embarked on environmental protection by marking specific trees considered endangered and valuable.

**Healthcare, water and sanitation services:** Camp refugees have full access to primary healthcare and water services offered by health facilities in each camp. They also have access to secondary health
facilities through referral hospital located in the catchment areas. Host communities also have access to health services in camps including access to antiretroviral and TB treatments. Refugees are included in main government health policies and programs, and in some cases in funding proposals. Local governments in refugee hosting areas have low capacities to provide clean water and sanitation services. However, the host populations benefit from existing refugee programme including boreholes drilled by UNHCR.

**Cash-based Assistance:** In the late 2016, a pilot cash transfer project was implemented for refugees in Juba town. The initiative has benefitted about 200 persons. Other cash transfer initiatives were also implemented through partners including cash grants for business start-ups targeting mostly women and youth.

**Conclusion: Future National Priorities**

As of December 2017, there were only 2 recognized refugees and 28 asylum-seekers from Somalia in South Sudan. However, South Sudan continues to host refugees from other nationalities, insecurity and socio-economic challenges resulting from the prolonged political crisis have undermined the creation of business opportunities, education and training, and provision of health and other services to refugees and host communities.

Priority areas of focus in the next 12 months will include the following:

a) **Identity Documents:** Issue refugees with ID cards and proper documentation to enable them legal access to basic rights, employment, business opportunities and access to services such as health and education.

b) **Education and Skills:** Expansion of refugee access to primary and secondary education as well as birth registration and documentation of Somalis born in South Sudan to enable them access government scholarships.

c) **Local Integration:** Support local integration of Somali refugees in South Sudan in accordance with 2011 Nationality Act, particularly those cases of mixed marriages with South Sudanese nationals.

d) **Voluntary Repatriation:** Support or facilitate voluntary spontaneous return of Somalis to Somalia even though conditions are not yet conducive for a large scale return.

e) **CRA Capacity:** Enhance the capacity of CRA to implement the aforementioned recommendations and boost national RSD capacity. UNHCR stands ready to provide further technical assistance and advice as needed.

### 3.4 Sudan: Country Report

Sudan is a source and destination country for refugees, asylum-seekers and internally displaced persons mainly from South Sudan, Eritrea, Ethiopia and other countries in the sub-region. Sudan is also a transit country for Somali and other asylum-seekers and refugees using the East African North-bound migration route through Libya to Europe. By January 2018, Sudan was hosting 767,425 South Sudanese refugees.28 At the same time, it received 5,770 new arrivals mainly from South Sudan. Additionally, Sudan has over 2.2 million internally displaced persons. Despite these flows, the

28 Other sources estimate that there are 1.3 million South Sudanese refugees in Sudan, but this data could be exaggerated and requires verification.
Government of Sudan has maintained an open-door policy for refugees and asylum seekers, offering land for refugee camps and allowing large numbers of refugees to access host community services such as health, education and water services. South Sudanese refugees are recognized on a group or *prima facie* basis, and have spontaneously settled among the communities they lived in before 2011. The Sudan however, offers a limited number of scholarships in tertiary institutions to Somali nationals and will continue to do so depending on availability of funds. By 2010, about a hundred Somali students were enrolled in the Africa International University in Khartoum. Because the number of Somali refugees in Sudan is small and largely undetermined, this Progress Report covers general policies and existing or planned interventions applicable to *all* refugees in the Sudan but which would also be availed to Somali refugees.

**Protection and Asylum Space**

*Open-door Policy:* Sudan is hosting a significantly less numbers of Somali refugees than in the past. Most of Somali refugees use the country only as a transit point for onward movement to Europe and elsewhere. Somalis migrants intercepted on their way to Europe are granted refugee status by the Office of the Commissioner for Refugees (COR) after an assessment to determine if they need international protection. Accurate data on Somali arrivals, protection and assistance is not available because of the infrequency of arrivals. Further, some abandon the refugee status determination procedures before their conclusion.

*Registration and Access to Rights:* Some 42% of the refugees in Sudan are registered jointly by COR and UNHCR using the biometric system before being issued with documentation. Efforts are being made to move from a paper document to a more secure plastic ID card. Refugees are also issued with birth or death certificates although comprehensive data on birth and death certificates is not available. Work is in progress to link all registration centres to a central server in Khartoum for ease of retrieval of information and planning.

*Security, safety and social cohesion:* South Sudanese, Eritrean and Ethiopian refugees living in camps well received by their host communities who are willing to peacefully co-exist and share common services such as schools, water and health centres. Hospital referral mechanisms exist to allow refugees access national referral hospitals. Refugees also have access to existing administrative infrastructure such as police stations, the courts and prisons and social amenities include schools, clinics and hospitals, markets, banks and recreational areas. The support of development partners is needed to enhance the existing administrative infrastructure and social amenities in areas hosting South Sudanese refugees in the White Nile State and Darfur regions.

There are plans to include refugees in National Development Plans by early in 2018. The Ministry of Finance has requested the World Bank to expand the profiling pilot currently taking place in Darfur for IDPs to also include refugees. The terms of reference for the team are in line with the letter and spirit of the Nairobi Declaration. Focus is not both the refugees and host communities. The Sudan has also committed to the Djibouti Plan of Action on Education, which obliges IGAD Member States to include refugee children in national educational plans and institutions as well as the development of training curriculum for teachers and accreditation of schools located in refugee camps.

*Local integration:* A sizable number of refugees from Eritrea and Ethiopia living in the country’s eastern region have achieved some measure of economic self-reliance. On access to citizenship, there have been problems in the interpretation of the Nationality Act 1994 (amended in 2005 and 2011), which confers the right to both male and female parents to pass on their Sudanese nationality
to their children. More procedural requirements were unduly imposed on female parents. However, recently, the Supreme Court has ruled that either parent (male or female) can pass down their Sudanese nationality to their children without discrimination based on gender.

Refugees are allowed to remain in the country indefinitely. Naturalisation is open to any foreigner applying for citizenship after a period of 10 years of continuous legal residence in the country and after fulfilling certain conditions provided in the Nationality Act. However, few refugees are able to access naturalisation procedures.

_Freedom of Movement_: Camp-based refugees are not allowed to leave camps without authorization. However, South Sudanese refugees in urban areas and those spontaneously settled among host communities enjoy freedom of movement. Moreover, the Government has in principle accepted the Out-of-Camp policy recommendations for South Sudanese refugees spontaneously settled among local host communities. Syrian and Yemeni refugees concentrated in urban areas in Khartoum enjoy freedom of movement as well. The Out-of-Camp policy may be expanded to other areas subject to adequate support to assist the host communities and satisfactory security conditions being met.

_Education and Skills Training_: Sudan committed to the Djibouti Plan of Action on Education which aims at ensuring that every refugee, returnee, and individuals in the host communities have access to quality education in a safe learning environment and without discrimination. More than 62,504 refugee students are enrolled in all levels of education in Sudan (59,095 in primary, 3,409 in secondary and 129 in Tertiary). The 129 students enrolled in tertiary education represents the students supported by UNHCR through scholarships. However, more than 129 students might be enrolled in tertiary level through their own means. Specific information on tertiary education enrolment is not generally available.

The UNHCR offers DAFI Scholarship Program to refugees. This is the only program currently offering tertiary education support to refugees. Refugees have access to both private and public education, but are subject to the same fees as Sudanese nationals. In Khartoum, UNHCR works with the Commissioner of Refugees and the Ministry of Education in providing grants to vulnerable refugee students to access basic public education. In addition, UNHCR is supporting refugee community schools (Eritrean and Ethiopian) with education grants and school supplies for basic education.

Since 2017, UNHCR has worked with the Ministry of Education to include refugees in the national education strategy in order to support the sustainable provision of education for refugee children. In addition to UNICEF’s support to host community schools, UNHCR has expanded its engagement with the Ministry of Education by forming partnerships with Ministries of Education in States hosting large numbers of refugees. These partnerships aim to expand the capacities of primary and secondary schools so as to accommodate refugee students and further increase their opportunities to access both primary and secondary education.

_Sustainable Environmental Management_: In 2016, UNHCR initiated its intervention to restore forests and range lands through the development of a SAFE (Safe Access to cooking Fuel and Energy) strategy and action plan. In 2017, the refugee agency and the Forest National Corporation (FNC) planted 840 hectares of degraded forest in the White Nile State near the refugee camps in Aljabalian locality. In 2018, UNHCR plans to plant 410 hectares in East Darfur and 410 hectares in White Nile State. In addition, UNHCR introduced improved cooking stoves in refugee camps and surrounding host communities to replace the traditional stone stoves and reduce firewood consumption.

_Facilitation of Voluntary repatriation_
During 2017, 1,952 Sudanese refugees voluntarily returned from the Central African Republic. Between 2015 and 2017, over 100,000 Sudanese refugees spontaneously repatriated from exile in Chad. In December 2017, Sudan facilitated, together with the Government of Chad and UNHCR, the voluntary repatriation of about 1,000 Chadian refugees to Chad. In May 2017, Tripartite Agreements were concluded to regulate the return of both Chadian refugees living in the Sudan and Sudanese refugees living in eastern Chad. These Agreements contain standard protection safeguards ensuring that all refugee returns are voluntary.

**Cash-based Assistance:**

In 2017, UNCHR delivered financial assistance to refugees on 6,110 occasions. Cash assistance comes either as continuous cash grants to vulnerable individuals or as multipurpose cash grants to support livelihoods, voluntary repatriation or reintegration for returnees. The financial assistance was provided in Khartoum and Darfur. In addition, the Government’s Protection & Refugee Counselling Services supported around 1,000 urban-based refugees with Cash Based Interventions through funds provided by UNCHR.

Together with COR, UNHCR will be expanding cash-based interventions, especially in Eastern Sudan, White Nile state, Darfur and Khartoum. In White Nile State, additional feasibility studies for Personal Hygiene Kits for South Sudanese refugees are in progress. In Eastern Sudan a study will be undertaken as to assess CBI feasibility for camp-based refugees. The following sectors will be assessed: non-food items (NFIs), shelter, livelihoods, food security, energy, water, sanitation and education.

**3.6 Uganda: Country Report**

Uganda has a long history of providing asylum to refugees. As of December 31, 2017, the country was hosting over 1.38 million refugees, the largest number in Africa. Approximately 70 percent of these (1,034,106) originate from South Sudan, 19 percent (236,572) from Democratic Republic of Congo (DRC), and 11 percent (39,041) from Burundi, Somalia (35,373) and other countries.

*Protection and Asylum Space*

**Open-door Policy:** Uganda has been able to maintain its open door policy for refugees. This includes access to a spectrum of rights; security, safety and cohesion involving refugees and host communities. Uganda’s refugee policy is based on a settlement approach. The entire refugee population in Uganda live alongside Ugandan citizens in more rural-based settlements. Only about 100,000 refugees live in urban areas.

The country has fast-tracked the implementation of the Comprehensive Refugee Response Framework (CRRF) in line with the 2016 New York Declaration and the 2017 Nairobi Declaration. In this regard, Uganda has committed to maintain and protect asylum space; strengthen the resilience and self-reliance of refugees and host communities; expand solutions for refugees, including third country options; and support Uganda’s role in the region and invest in human capital and transferrable skills.

In June 2017, Uganda hosted the Uganda Solidarity Summit on Refugees, which highlighted the
needs of both refugees and host communities. The summit led to significant pledges of financial support amounting to US$357.2 million. On January 31, 2018, Uganda endorsed its National Roadmap for implementation of the CRRF (2018-2020), which is managed and monitored by a Government-led CRRF Steering Committee supported by a National Secretariat based in the Prime Minister’s Office.

Refugee Registration and Rights: Upon registration refugees are provided with identity documents. Once registered, refugees enjoy freedom of movement and non-discriminatory access to the same rights as Ugandan nationals. Freedom of movement of refugees is enshrined in Uganda’s national law (Refugee Act of 2006). Since January 2018, Uganda has been working with UNHCR in a national process to re-verify its refugee caseload. The next census will take place in 2019.

Security, safety and social cohesion: Security and protection of refugees and host community within the settlements is aligned to the national crime response mechanism. Police posts have been established in new refugee settlements, with female police officers deployed to improve refugee access to female police officers. Efforts are made to prevent conflict and maintain peaceful co-existence between refugees and host community. Boreholes are strategically placed to ensure there is no tension between refugees and the host community. Ugandan nationals have access to services provided to refugees although the host community’s access to services in the refugee settlements is guided by a 70:30 ratio of refugees to nationals.

A wide spectrum of measures including safe houses, legal assistance, medical care, awareness creation sessions, sharing information, and community dialogues have been conducted to address the risk of sexual- and gender-based violence (SGBV) in refugee settlements. Special courts are being established to fast track SGBV cases within the criminal justice system in refugee hosting districts.

Uganda hosted the summit of AMISOM troop contributing states.

Local Integration:

The 2006 Refugee Act and the 2010 Regulations have incorporated the rights of refugees into Uganda’s domestic law. Refugees are also included in the National Development Plan through the Settlement Transformative Agenda (STA). Effort is also being made to integrate refugees them in the District Development Plans (DDP). Progress has also been made in exploring alternative legal status for refugees who have been long-term residents in Uganda following the influx of refugees since March 2017 (600,000).

Enhancing self-reliance and access to services

Enabling business environment: Refugees above 16 years are issued with a refugee identification card, which enables them to access to the same labor market and programs as Ugandan nationals. Refugee families are allocated plots of land by the government on which they live and do farming. The Government has set aside many thousands of hectares of land for refugee use. More land has been provided by local communities.

The Government and partners has initiated mechanisms such as Village Savings and Loans Associations (VSLAs) and Saving and Credit Cooperatives (SACCOs) to support businesses and

livelihoods projects by refugees and host communities. Moreover, progress has been registered in accelerating the implementation of the Refugee and Host Population Empowerment framework (ReHope) to improve the income of refugees and host communities. In 2017, World Bank provided a $50 million loan to support the ReHope framework.

External partners have also supported the construction of new facilities such as primary schools, health centres, water infrastructure upgrades and environmental support projects in the 13 refugee hosting districts. A recently completed stocktaking exercise at the district level identified existing and emerging priority gaps in to inform the interventions by stakeholders. The results of the stocktaking exercise will inform the allocation of funds from the World Bank loan.

**Education and Skills Training:** The massive influx of new refugees has put significant strain on the national educational system. Uganda is among the first recipients of funds under the Education-Cannot-Wait (ECW) initiative, a new global fund to transform the delivery of education in emergencies. In April 2017, Uganda received an allocation of $3,35 million under the ECW for the next 12-month period.

Uganda is finalizing an education strategy to facilitate the inclusion of refugee children into the national school system. At least 50 per cent of the refugee population consist of school age children. However, only 46 per cent of refugee children have access to formal and informal education. There is also a significant gender gap in enrolment especially at secondary level where fewer girls are in school compared to boys. Moreover, early childhood centres and primary schools are overcrowded. The classroom ratio stands at 150:1, with the ratio rising to over 200:1 in some settlements. In upper classes, the ratio averages at 100:1.

The new education strategy has inspired the construction of classrooms in schools to reduce congestion in classrooms and improve the quality of education. Since March 2017, Uganda has increased the number of primary schools in the refugee hosting districts. However, keeping up with the demand for additional classrooms has been an impossible task due to the scale of the influx. Some 365 refugees have benefitted from the UNHCR/Germany DAFI scholarship program, enabling refugees to access university education in Uganda.

**Environmental Management:** Large investments have been made to plant trees in refugee settlements. Fuel efficient cooking stoves were distributed and constructed. Uganda is working with UNHCR and its partners in the private sector to raise awareness and change energy consumption practices. More sustainable use of wood for shelter, cooking and lighting in refugee settlements and the surrounding host communities are being explored.

The Government and its partners is rolling out a new energy and environment strategy in 2018. The aim is to provide every refugee family with an energy efficient stove to reduce their dependency on wood and charcoal. The strategy also involves measures to help rebuild forest through investing in tree planting, tree marking and creating tree nurseries to provide seedlings to refugees and the host community.

**Access to health, water, sanitation Services:** Since August 2017, the Ministry of Health has made progress in providing refugees access to health services. The Ministry is set to approve a new draft National Integrated Health Response Plan for refugees and host communities. Under this strategic plan, refugees residing in Kampala will have access to quality health services. Somali refugees in Uganda live in Kampala where they have access to an integrated health service delivery.

**Cash-based assistance:** Refugees and host communities in Uganda are receiving cash-based
assistance. Since March 2017, cash-based interventions have been scaled up, including the introduction of a hybrid model by the World Food Programme (WFP) as an emergency response to food shortages. Uganda is working to harmonize transfer values across all agencies through a minimum expenditure basket to capture social protection guidelines.

Conclusions and Recommendations

In the period under review, Uganda continued to work to live up to its international obligations towards refugees. Its refugee settlement model has been hailed as generous, but has been overstretched by large influxes of refugees and protracted refugee situations. Despite this, Uganda is held as a pioneer in the implementation of the CRRF.

However, Uganda will address the following Challenges and Priorities in the next year:

a) Continued implementation of the Uganda CRRF Road Map addresses the most significant challenges to relieve pressure on the host communities.

b) Diplomatic engagement to restore peace and security efforts in the region, including in the South Sudan conflict to reduce the flow of refugees and facilitate voluntary return;

c) Progressively enhance social service delivery capacity in refugee-hosting areas, with a view to integrating services with local government systems, including Ugandan Social Safety Nets or “Social Protection” mechanisms.
Chapter 4

Stronger Regional Cooperation on Durable Solutions for Somali Refugees

The hallmark of the IGAD’s Nairobi Declaration was the recognition that a strong framework of regional cooperation is key to delivering on durable solutions for refugees. The strategic objective 4 of the Declaration and Plan of Action committed member states to forge stronger regional cooperation and build capacity to implement the durable solutions for Somali refugees. The Results frame adopted to guide the implementation identified four outcome areas including, strengthening the capacity for the Implementation, coordination and monitoring of commitments of the Nairobi Action Plan; maximizing on the economic and development potential of remittances; facilitating the free movement of persons and livestock; and, strengthening Cross border cooperation and borderland development strengthened. These outcomes guide reporting on progress towards regional cooperation.

4.1 Regional Capacity: IGAD’s New Refugee Framework

This section reports on progress made the development and adoption of a roadman on the implementation of the durable solutions; the development and adoption of the results framework and the report on the mapping exercise of current and planned humanitarian initiatives in the region. This comprises the architecture of the implementation of the Nairobi Plan of Action on durable solutions to Somali refugees.

4.1.1 The Road Map on Durable Solutions

IGAD Secretariat convened two partner consultation meetings on the roadmap and results framework. The first of these partners’ Consultative Meetings was the Core Group Consultative Forum on the Roadmap and Results Framework. The meeting reviewed the draft framework document; considered the first draft of the results framework; and deliberated on the progress made in research and analysis relating to the mapping exercise of current and planned humanitarian and development investments in the region.

The second consultative meeting took place on June 28-29, 2017 in Nairobi. The meeting that included various partners, reviewed the draft road map and results framework to ensure that they were in line with the Nairobi Declaration and Action Plan. It also reviewed the draft report of the mapping exercise of current and planned humanitarian and development investments in the Horn of Africa region.  

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IGAD, then convened a Member states’ dialogue meeting to consider the road map document and the results framework of the Nairobi declaration and action plan on July 3-4, 2017. Delegates from the six IGAD Member States (Djibouti, Ethiopia, Kenya, Somalia, South Sudan and Uganda) and IGAD partners also attended the meeting. Consultations held during this Member States Dialogue meeting shaped preparations for the subsequent development of National Action Plans to implement the road map & results framework of the Nairobi declaration. Critically, discussions firmed up the strategic objectives, outcomes, indicators and key milestones of the results matrix and also validated the updated information on Partner interventions and financial commitments across the result areas within the results framework.

The Results Framework IGAD has developed a results framework, setting out strategic objectives, outcomes, indicators and milestones for the implementation of the Nairobi Declaration and the accompanying Plan of Action. The framework provides the means to track progress in delivering on the commitments and the results achieved. This includes national and regional commitments made in the Plan of Action as well as international support.

Moreover, IGAD has made commitment to periodically update the results framework to reflect new commitments, milestones and targets. The framework will also incorporate new milestones and targets set in national action plans or following thematic discussions. The results framework was validated during the member states’ dialogue meeting held in Djibouti on July 3-4, 2017 and was also featured prominently during the high level discussions on the Nairobi Declaration and Action Plan in Brussels on September 29, 2017.

4.1.2 Mapping of Current Humanitarian Initiatives

In this first phase of the HOA mapping exercise, the task team compiled on-going humanitarian and development interventions in refugee-hosting areas of Djibouti, Ethiopia, Kenya and Uganda and return areas in Somalia. The information was compiled: using publicly available information, including agencies’ websites; from other mapping exercises conducted by OECD DAC, IATI, and UN OCHA; and using the information provided by various stakeholders. So far there are 651 mapped projects.

Various progress reports, based on the existing information, have been presented in various meetings on the roadmap & results framework for the Nairobi action plan such as: Partners’ Consultation Meeting held in Nairobi on 29th – 30th June 2017; IGAD member states consultation meeting held in Djibouti on 3rd and 4th July 2017; and member states validation meeting held on 12 and 13 September in Addis Ababa, Ethiopia.

On the next steps, a user-friendly web portal will be designed to keep the mapping exercise continuous and self-propelling in the next phases of the work.
4.2 Regional Thematic Projects and Meetings

In the period under review, IGAD held the following regional thematic meetings and events:

4.2.1 Free Movement of Persons in the IGAD Region

Progress has been made towards realizing a regional framework to facilitate the free movement of people. In the wake of the Nairobi Declaration, IGAD launched its negotiations on IGAD Protocol on Free Movement of Persons in Djibouti (Djibouti) on July 3, 2017.

A follow-up workshop on the National Consultations towards the development of the IGAD Protocol on Free Movement of Persons in the IGAD Region was held in Entebbe Uganda on August 21, 2017. The aim of the protocol is to enable free movement of people among member states, reducing barriers and expose the benefits of free movement of persons in the region. It is aimed at promoting the regularization of the high volume of informal movement and increase opportunities for legal mobility. IGAD has received a grant from the EU emergency Trust Fund with the intention of facilitating the establishment of a free movement regime within the region. The protocol has significance for refugees. It seeks to:-

- Facilitate the free movement of persons in the IGAD region in order to enhance regional economic integration and development;
- Contribute to the creation of new, and the improvement of existing, avenues for legal migration and mobility between the countries of the region.
- Provide support for the negotiation, conclusion and implementation of regional Protocols on free movement of persons and on livestock corridors, with the aim of enhancing opportunities for better labour mobility and economic development within the region.

4.2.2: IGAD’s Refugee Health Initiative

Progress has also been made in entrenching the key issue of refugee health. In the period under review, IGAD continued to forge partnerships to support refugees’ access to health services, including the TB-HIV programs in refugee camps in the region. On 17 July 2017, IGAD and UNHCR signed a Regional TB-HIV grant agreement aimed at improving the availability and utilization of HIV and TB services. The US$ 2.8 million grant for 21 months is designed to be implemented in prioritized 13 refugee camps and settlements in Djibouti, Sudan, South Sudan and Uganda. The project’s aim is to improve refugees’ access to HIV and TB services through complementing existing UNHCR fund programs.

4.2.3 Refugee Education Regional Conference

The first thematic Conference held in response to the Nairobi Plan of Action was on refugee education, organized by (IGAD) in partnership with the EU, the German Government and UNHCR. As a result of the strong commitment made on this issue, the Government of Djibouti co-hosted this high-level regional Conference. This consisted of a two-day meeting of experts (12-13 December 2017), followed by a meeting of IGAD Ministers in charge of education on 14 December.
A background paper was prepared in advance focusing on six main issues, which framed the conference. These were: the inclusion of refugee education in national education systems; regional quality standards for the delivery of education for refugees; regional skills development; the accreditation and certification of education programmes; and financing, partnerships and monitoring in support of education.

The Ministerial meeting adopted the Djibouti Declaration on Regional Refugee Education and its accompanying Plan of Action. This, first and foremost, committed the IGAD region to collective responsibility to ensure that every refugee, returnee and members of host communities have access to quality education in a safe learning environment and without discrimination. In the case of Somalia, the emphasis was placed on fulfilling the education needs of internally displaced persons and returnees.

The principal commitments within the outcome documents included the following:
- Integrate education for refugees into National Education Sector Plans by 2020.
- Establish regional minimum education standards and targets on access and the delivery of quality education for refugee and host communities.
- Simplify the mechanism for refugee children to access quality education and facilitate their rapid entry into the national education system.
- Develop a regional framework and mechanism for recognition of qualifications throughout the IGAD region.
- Simplify the mechanisms for refugees to access quality education and facilitate their access into national education systems more rapidly.
- Promote increased investment in market-linked skills development in refugee hosting areas.
- Develop costed, long-term refugee education response strategies, as part of national education sector plans; and coordinated long-term financing strategies in support of these.
- Urge IFIs and international partners to accelerate their investment in education in refugee host countries, as well as in countries to support the sustainable reintegration of refugees.

In order to support the implementation of the Declaration and Plan of Action, it was agreed to establish both an IGAD Regional Experts and Ministerial Committee on education. The implementation of the Declaration and Plan of Action are now being taken forward, and with this the call on IGAD member States to translate their commitments in the Declaration and Plan of Action into country specific action with clear targets and timelines.

Chapter 5
International solidarity and Responsibility sharing

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32 [Include link to the background document on IGAD website].
33 [Include link to the Djibouti Declaration on regional refugee education]
34 [Include link to the Djibouti Plan of Action]
A mapping exercise has been undertaken, led by UNHCR, to start the process of assessing the scale and trends of international assistance in the delivery of the Nairobi Plan of Action\(^\text{35}\). This was one of the immediate next steps following the Summit, as outlined in the road map on the implementation of the Nairobi Plan of Action.

The focus of this initial exercise has been on Djibouti, Ethiopia, Kenya, and Uganda, as well as support for creating an environment conducive for returns in Somalia. It should be noted that this exercise looks at ODA, but does not offer a comprehensive picture of all resources being deployed, including those provided by the host governments, NGOs (through their own funds), the private sector and remittances. Much of the current data is neither disaggregated geographically nor by sector. As a result, it is only feasible to provide a general overview of humanitarian and development funding rather than a complete picture. This in turns limits the ability to analyse data and determine the adequacy of current resources.

This process has however generated useful lessons in how to improve the tracking of finance in order to support planning and coordination. These issues will be addressed in a second phase, which will also look at all countries in the region.

Matching earlier chapters, this will look at Somalia and then the refugee hosting countries of Djibouti, Ethiopia, Kenya and Uganda.

5.1 External Funding to Somalia

External funding to Somalia within the framework of the Nairobi Declaration seeks to create an environment conducive to voluntary and sustainable return and reintegration of refugees and IDPs in Somalia. Hence, the mapping exercise has used the aid mapping system of the Ministry of Planning, Investment and Economic Development (MoPIED), which is being supported by the UN and World Bank. This tracks aid flows in Somalia in support of the NDP on an annual basis.

![Figure 1. ODA Trends in Somalia, 2006-17\(^\text{36}\).](image)

In the case of overall trends, aid to Somalia reached a record high in 2017, according to the preliminary analysis from the 2017 Aid Mapping exercise. ODA is current estimated to have reached $1.75bn in 2017, which marks a 41% increase compared to the previous three years.

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\(^{35}\) [Insert reference to the UNHCR mapping report]

\(^{36}\) Source: MoPIED/World Bank/UN, Aid Flows in Somalia.
A key component of this was the strong surge in humanitarian support in response to the drought. This totalled $921 million in 2017, which represented a 32% increase compared with the three previous years. The 2018 UN Humanitarian Consolidated appeal is budgeted at $1.5bn. In addition, concerted efforts are also being made to accelerate recovery and investment in resilience. Hence, under the leadership of the Federal Government, a Drought Impact Needs Assessment (DINA) has been undertaken. It identified needs estimated at $1.7 billion over three to five years. Building on this, a Recovery and Resilience Framework will be created to provide a roadmap for scaling up investments in support of the short and medium term recovery, durable solutions and resilience in support of the NDP.

Another critical requirement, strongly emphasised in the Nairobi Declaration, is the need for making progress on debt relief under the heavily indebted poor country initiative (HIPC) process, and Somalia’s access to financial assistance and concessional loans. Upcoming meetings at the IMF/Bank Spring meeting in April and later in the year at the Annual Meetings provide opportunities for accelerating progress on these issues.

5.2 Refugee hosting countries 1: Djibouti

Although they do not represent the scale of need, the UNHCR and WFP operations – given their volume and coverage - provide an indication of the trends, particularly in humanitarian funding. Between 2012 and 2016, the total funds provided to both agencies in Djibouti was $87.4 million. This equated to an average of $618 per refugee for both operations combined.

However, it should be noted that humanitarian financing is also going directly to other UN agencies and NGOs. For example, the US provided UNICEF with $120,000 for refugee education. Canada provided UNICEF with $74,000 to support nutrition of refugees and host communities. ECHO provided $290,000 to the Norwegian Refugee Council to support refugee education.

There is also increasing development finance supporting refugees and host communities. World Bank is providing a $20m IDA credit to the Government of Djibouti, as part of the Development Response to Displacement Impacts Project in the Horn of Africa (DRDIP). This will improve access to basic social services, expand economic opportunities, and enhance environmental management for communities hosting refugees in Ali Sabbeh and Obock regions.

In December 2017, the Operational Committee of the EU Trust Fund (EUTF) for the Horn of Africa agreed to finance a €15m ($16.9m) programme to provide durable solutions for host populations, refugees and the most vulnerable migrants in Djibouti, and the inclusion of refugees in the national health care system. Djibouti will also benefit from the World Bank IDA 18 sub-window for refugees and host communities.

5.3 Refugee Hosting Countries 2: Ethiopia

The largest international contributions to the refugee response in Ethiopia have been made to UNHCR and WFP (see figure below). Between 2012 and 2016, the total contributions to both operations have been over $1.12 billion. This equates to an average of $365 per refugee each year.

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It is not feasible to fully compare averages between country operations as the policies and context within each vary.

A consistent exchange rate from OANDA has been used through the report based on an annual average in 2017: €:$: 0.8872; £:$: 0.7767; DKK:$ 6.6.
over this period for these two operations combined. However, this has been supplemented with funds going directly to other UN agencies and NGOs, which are increasingly supporting both refugees and host communities.

In addition, the World Bank is providing a $100 million IDA credit, as part of the DRDIP, to improve basic social services, economic opportunities, and environmental management for host communities in the Somali region. The EUTF is currently financing three programmes, with a total value of €55 million ($61.99 million): the €30 million ($33.81 million) Regional Development and Protection Programme (RDPP), focused on basic services, livelihoods, protection and government capacity building; €20m ($22.54m) to support CRRF structures, the integration of refugees into the Productive Safety Net Programme (PSNP); and livelihood development in Jijiga area; and €3 million ($3.38 million) to support energy access in Shire.

The Jobs Compact is a further example of increased development finance supporting refugees and host communities. This will be financed by the following: $200m from the IDA-18 refugee sub-window; €50 million ($56.36 million) from the EU Trust Fund; €200 million ($225.43 million) from the European Investment Bank; and $78 million from the UK. This investment will create three industrial parks that will offer employment opportunities for up to 30,000 refugees living around the designated areas. It will also stimulate investment from the private sector.

Together, these reflect current or pipelined investments (outside of UNHCR and WFP's operations) of over $850m in grants and loans, though this is not fully comprehensive of all investments. There is also interest in exploring how broader development investments in refugee hosting areas can help support both refugees and host communities.

Another major focus in 2018 will be starting the process of rolling out the CRRF roadmap, backed by a financing strategy.

5.4 Refugee Hosting Countries 3: Kenya

Total contributions to UNHCR and WFP operations in support of refugees in Kenya were just under $965 million between 2012 and 2016. Their budgets were on average consistently 50% unfunded. This equates to an average of $338 per refugee per year for this period for both operations combined (see figure below). In the case of WFP, the level of funding as a proportion of total requirements has consistently declined from 2014, which has resulted in ration cuts.

In addition to these two operations, donor partners have also contributed additional funding in support of refugees. This includes, for example, ECHO support to water and sanitation ($0.47 million), EC support to education in Dadaab ($2.32 million), Norwegian assistance to displaced people ($0.3m), Swiss support to skills and livelihoods ($1m).

In the case of development finance, the EU Trust Fund has invested €15m ($16.91 million) to support the Kalobeyei Integrated Socio-Economic Development Programme (KISDEP). The World Bank is now providing a $100 million IDA credit through the DRDIP to support refugee hosting communities. Kenya could also benefit from the World Bank IDA 18 sub-window for refugee and host communities for which an initial assessment was undertaken in February 2018.

Refugee hosting areas also benefit from broader development investments, and there is need to explore how these can more effectively support refugees and their host communities. A prime example is the $502 million North Eastern Transport Improvement Project. This aims to improve the movement of goods and people along Isiolo-Wajir-Mandera part of the Mombasa-Garissa-Wajir-
Mandera-Mogadishu road corridor and to enhance connectivity between Kenya, Somalia and Ethiopia.

For 2018, UNHCR’s budget for its operation in Kenya in 2018 is $185m. Within the South Sudan Regional Refugee Response Plan, a further $101.8m is being sought for different agencies in Kenya, of which 75% is for UNHCR ($43.99m) and WFP ($33m). As Kenya joins the CRRF, a major focus in 2018 will be developing its roadmap.

5.5. Refugee Hosting Countries 4: Uganda

Contributions to UNHCR and WFP operations have risen in response to the significant increase in refugee from South Sudan, though final 2017 contributions are not yet available to see the extent to which this has been sustained. The total amount received for both operations from 2012-2016 was $597m, with an average expenditure of $261 per refugee per year based on these operations.

Like other countries, this does not reflect the total humanitarian contributions. Given the approach taken by Uganda in locating refugees in settlements rather than camps there is a significant level of humanitarian and development supporting both refugees and host communities. This includes support to the Refugee and Host Population Empowerment Program (ReHoPE), a transformative strategy in support of the Government’s Settlement Transformative Agenda and aimed at bringing together humanitarian and development efforts under a single, cohesive framework.

In June 2017, the President hosted the Uganda Solidarity Summit on Refugees. The event, which was co-hosted by the UN Secretary General, adopted the “Kampala Declaration on Refugees,” which underlined that the magnitude and challenges of the refugee situation in Uganda called for a multifaceted comprehensive refugee response. During the Summit, 27 governments and international organizations pledged a total of $354m to support refugees and host communities.

One of the areas where there has been particular attention is education. An education response plan for refugees and host communities is being developed, backed by a financing strategy that draws together the various different streams of funding, including from two global education funds (Global Partnership for Education and Education Cannot Wait)39.

There are also broader investments being undertaken in the refugee hosting areas, which include support to refugees for instance, the EU’s (€132.8m) Development Initiative for Northern Uganda and the UK’s £43.2m ($55.62m) Transforming the Economy through Climate Smart Agribusiness programme.

In 2018, the South Sudan Regional Refugee Response Plan calls for an additional $695m for the response in Uganda, for which the UNHCR and WFP component accounts for 75% ($524 million).40. One of the main focuses in 2018 will be starting the process of rolling out the CRRF roadmap, backed by a financing strategy.

Summary

The above demonstrates contributions that have been made in supporting refugees and increasingly host communities.

39 ECW has provided an initial emergency grant of $3.35m.

40 UNHCR to confirm whether the $295m requested for UNHCR in the South Sudan appeal is supplementary to or part of its annual budget of $417m.
As highlighted earlier, figures highlighted do not represent the full scale of humanitarian funding, as there are additional funds being provided direct to other UN agencies and NGOs. However, the combined operation of UNHCR and WFP represents a major share. The graph below indicates that there is an overall decline in humanitarian funding to these two agencies when looking at these contributions over time on a per capita basis.

![Graph showing budget and contributions to UNHCR & WFP operations](image)

**Figure 2: Budget & contributions to UNHCR & WFP operations in Djibouti, Ethiopia, Kenya and Uganda (2012-2016)**

What is clear is a positive trend of increased development financing in support of refugees, IDPs, returnees and their host communities. This is responding to the commitments made by countries in the region to allow refugees greater access to basic services and livelihoods, and greater inclusion in host communities in line with the CRRF. It also reflects broader shifts to aid financing and the move away from using mostly humanitarian finance for protracted crises. Development actors are now stepping up to the challenge of addressing the development challenges of forced displacement.

Both the increased and diversification of finance have been particularly marked in sectors such as education and livelihoods. In the case of education, the previous low and unpredictable levels of humanitarian finance have been reinforced by the World Bank, EU and bilateral donors, as well as by global education funds. The Global Partnership on Education (GPE), a multi-stakeholder partnership and funding platform that aims to strengthen education systems in developing countries, is increasing its focus on refugee education with the view of integrating refugees into national education sector plans. GPE has special arrangements for accelerated support in emergency and early recovery situations. In addition to GPE, Education Cannot Wait (ECW)\(^\text{41}\), a global fund to prioritize education in humanitarian action, has so far provided $15m in Ethiopia through its multi-year window, as well as $5m for Somalia and an initial $3.35m for Uganda from its First Response Window.

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\(^{41}\) The top donors to Education Cannot Wait are the UK, Netherlands, Norway, Australia, Denmark, Spain, Sweden, European Commission, US, Canada and France.
In summary, the current set of data on financing is not comprehensive and may not provide a clear picture on the adequacy of finance or the scale of the shortfall. What is clear is that the current set of socio-economic indicators demonstrates that refugees and host communities remain particularly vulnerable.

Looking to the future, 2018 will continue to pose challenges. The total budget for UN humanitarian appeals in the IGAD region in 2018 is $6.65bn, which includes the $1.5bn requested for South Sudan Regional Refugee Response Plan. Unlike previous years there will not be a supplementary appeal for the Somali Refugee Situation in 2018. This regional total represent 30% of the global humanitarian requirements appealed for by the UN in 2018 ($22.5bn) – the biggest appeal ever. Given the global pressure on resources as a result of multiple crises, humanitarian funding in the region is expected to be under significant pressure.

However, on the positive side, 2018 should also see increasing development finance coming on stream, including the first allocations under from the IDA 18 refugee sub-window. Translating the emerging roadmaps into action backed by coordinated financing strategies will be key in further stimulating development investments.

Given these challenges, efforts need to be made to ensure effective and efficient use of resources mobilised. As the findings of the stocktaking exercise in Uganda suggest, refugee response programmes and interventions in refugee-hosting and return areas are often fragmented and short-term. The comparative advantages of different actors are not being adequately leveraged. Most interventions are not sufficiently linked to national and sub-national development plans. Many projects have their own implementation structures rather than aiming to strengthen local government services and capacities. Actors appear to be spreading themselves too thinly both geographically and by sector.

Increased use of cash-based assistance will generate efficiencies, as well as being better aligned to people’s needs and support to local markets. Since 2016, WFP has increasingly used cash to deliver assistance to refugees in the region. Findings of the UK High Level Panel on Humanitarian Cash Transfers and other reports have demonstrated the efficiency gains. For example, a WFP study in Ethiopia found that cash was more efficient than food aid by 25-30 percent. A study in Ecuador, Niger, Uganda and Yemen found that 18 percent more people could have been helped at no extra cost if everyone had received food rather than cash. There are also moves within the region to integrate refugees into the national social protection systems, such as in Uganda.

The inclusion of refugee assistance and investments into national systems should also result in greater efficiencies, as well as support the linked development needs of host communities. Further research is needed to assess the value for money of these new approaches. One possible area of research is the cost effectiveness and efficiencies that can be gained from early responses to displacement, including the potential to use best practice from risk financing. There are a number of studies that demonstrate the benefits made from investments in emergency preparedness, early response and the cost-benefits of risk financing.

42 https://www.wfp.org/content/unicefwfp-return-investment-emergency-preparedness-study
5.7 Recommendations and Proposed Next Steps

— **Increase the flow of development finance and maintain the humanitarian response.** Of particular note will be responding to the South Sudan situation, making sure immediate humanitarian needs are met, but also providing longer term development investment at the same time. There is a need to attract more development finance by making the most of success stories from current investments and making greater links with broader development investments in refugee hosting areas.

— **The overall longer term aim should be on shifting towards incorporating refugees into national systems, and local, national and sectoral plans and budgets.** This would avoid additional greater investment in these systems for the mutual benefit of refugees and host communities, rather than parallel investments.

— **In support of this shift and with more diversified finance, there is a need to shift towards generating financing strategies that support both the creation and implementation of national, sub-national and sector plans linked to the CRRF process.** These financing strategies need to be based on the range of finances that are available, and so help shape what priority actions and investments can be taken forward in order to deliver specified results. They also need to go beyond ODA (humanitarian and development funds) and look at other types of flows that may be available, such as government and local authority resources, remittances and private finance. As noted earlier, the IGAD Regional Conference on Refugee Education committed to integrate refugee education into National Education Sector Plans by 2020, and to generate costed, long-term refugee education response strategies, based on coordinated long-term financing strategies in support of them.

— **In order to deliver this, better identification and tracking of resources is required in order to help harness them in support of planning, but also improve monitoring and coordination.** The development or strengthening of national tracking systems should therefore be a priority for 2018. These need to build on the lessons learned from the mapping exercise and initial work undertaken in Ethiopia and Uganda. They also need to link with or reinforce existing information management systems. It is proposed that support is provided to develop national systems to track aid flows in support of the delivery of the CRRF at the country level. At the same time, donors need to reaffirm their commitment to reporting their aid flows, and providing disaggregated information by sector and geographic area. This will play a critical role in helping generate national and sector plans, coordinate the flow of assistance, and make sure resources are aligned with national and sector level priorities.

— **There is also a need to generate better evidence and data linked to financing.** Coordinated with other ongoing or planned linked initiatives, the following could be commissioned: (i) the value for money of different approaches to supporting refugees and host communities; and (ii) efficiency gains from early response; and the cost-benefit of preparedness. Further consideration also needs to be given to better assessing the host countries contribution to refugee hosting.

— **In order to support these recommendations, opportunities for promoting stronger cross-learning between countries on specific challenges,** in particular on planning and finance, could be explored.
5.8 Resettlement and Complementary Legal Pathways to Third Country Admissions

In the Nairobi Declaration IGAD member states empathically “call upon the international community to demonstrate solidarity and responsibility sharing through enhancing resettlement for Somali refugees as well as expediting the opening of complementary pathways for third country admissions”44. In addition, the New York Declaration and its annexed CRRF emphasize the need to expand access to third-country solutions as an important component of international responsibility sharing. To this end, resettlement continues to be an important tool for States to use to meet the protection needs of refugees and provide a durable solution for those refugees meeting the set criteria. This makes it an essential element of a comprehensive refugee response. Furthermore, within the framework of the New York Declaration, on which the IGAD member states anchored their call for enhancing resettlement and third country admission, States also agreed to make available for refugees a broad array of opportunities which are complementary to resettlement, for example, to include humanitarian admission programmes, family reunification pathways and opportunities for skilled professionals migration, labour mobility and education scholarships and visas.

Globally, despite recent downward fluctuations in resettlement places, the international community, represented by a growing number of States, now at 35 countries, continues to demonstrate solidarity by pledging resettlement commitments and gradually advancing complementary legal pathway for admission. In addition, there has been an increase in community and private sector engagement in support of resettlement, particularly through the expansion of private sponsorship programmes. The expanded use of humanitarian admission and humanitarian visa schemes has also proven to be effective in responding to growing resettlement needs, particularly in situations of mass displacement. The potential for complementary legal pathways for third country admission needs to be explored in the African context, including in the IGAD member states implementing the Nairobi Declaration.

In September 2017, UNHCR requested resettlement countries to make available additional 40,000 resettlement places for refugees located in 15 priority countries along the Central Mediterranean route, the call included the resettlement needs in Djibouti, Ethiopia, Kenya and Sudan. For 2018, a total of 212,212 refugees have been identified as being in need of resettlement by UNHCR in Djibouti (8,966), Ethiopia (65,750) Kenya (31,213), Uganda (87,500), Sudan (3,960), South Sudan (13,632) and Somalia (1,191).

Complementary to resettlement, States, within the framework of the New York Declaration have committed to establish or expand pathways for the admission of persons with international protection needs, in order to facilitate their protection and, where appropriate, provide opportunities for solutions. These commitments cover expanded family reunification mechanisms; including broadened eligibility criteria and simplified procedures; private or community sponsorship programmes that are additional to regular resettlement, educational opportunities through grant of scholarships and student visas and; labour mobility opportunities for refugees.

There is limited availability of specific data on complementary legal pathways for third country admissions. While UNHCR has data on the number of refugees benefitting from or awaiting resettlement it has limited data on the nature and different types of regulated and safe non-humanitarian pathways or avenues that refugees may use to be legally admitted in a third country

44 Nairobi Declaration On Durable Solutions For Somali Refugees And Reintegration Of Returnees In Somalia
to access protection and solutions. This is because UNHCR does not systematically collect such data. To address, this at the global level, UNHCR and the OECD have jointly agreed to endeavour to collect relevant data. The expected baseline data and benchmarks would assist the international community to measure its progress towards achieving the objectives of more timely, equitable and predictable sharing of responsibility for protection of and solutions for refugees.45

Refugee Related Labour Mobility from IGAD Member States: UNHCR plans to expand its partnership with Talent Beyond Boundaries (TBB) to IGAD member states, starting with Kenya. The Talent Beyond Boundaries, a partnership with UNHCR, has registered 9,000 individuals and 200 professions in its talent register in the Middle East and North Africa (MENA) region to facilitate employment for refugees in third countries, through labour mobility schemes, and finding potential employers in Canada and Australia. This could be replicated for the benefit of refugees in the IGAD member states with the support of the international community to develop schemes within the African continent and beyond. The Africa region has experience in this respect, gained especially during the decolonisation period when a number of refugees from countries that were still to gain independence accessed employment opportunities in other African countries on the continent and some even went abroad to countries beyond. It would be important to revitalise this labour mobility approach within the region and beyond, including in participating countries of the international community.

Recommendation: A resettlement and third country admissions regional conference should be held for the IGAD member states which will include discussions on admissions within IGAD member states and the role of the IGAD free movement protocol on regional mobility of refugees.

45 UNHCR and the OECD has started to map non-humanitarian, safe and regulated entry and visa pathways used by refugees in OECD countries, whose focus includes Somali refugees, as part of ongoing collaboration with OECD. UNHCR and OECD have developed a Questionnaire that has been shared with OECD countries. Initial findings have been received from 28 States and were presented during the thematic consultations on 14 November 2017.
Chapter 6
Conclusions and Recommendations

The preceding chapters covering country, regional and international engagement demonstrate the progress that has been achieved since the Nairobi Summit in March 2017. As underlined by the UNHCR Filipo Grandi at the Djibouti education conference, the IGAD regional is the champion globally in delivering a regional comprehensive approach to finding durable solutions to protracted refugee crises, and hence in applying the CRRF regionally.

Countries in the region have honoured their political commitment to keep their borders open to asylum seekers, taken forward legal reforms to deliver the commitments made in the Leaders’ Summit and the Nairobi Summit.

Somalia has made progress in many areas that contribute to the process of creating an environment conducive to return and reintegration. Particular attention has been given to the security sector and strengthening the Somali military and police capacity to provide security and protection. The major relief efforts thwarted the high risk of famine, and a major assessment has been undertaken to accelerate recovery and resilience. There is also a major drive to make progress on arrears clearance and Somalia’s access to concessional finance.

There has been an expansion to the roll out of the CRRF, with Kenya now committing to join Djibouti, Ethiopia, Somali and Uganda. Many of these countries are now putting in place the governance arrangements and secretariat capacity to support these processes. Progress is being made in the development of national action plans on the implementation of the Nairobi Plan of Action in the form of the CRRF Road Maps or other national frameworks. For example, Ethiopia and Uganda have launched their CRRF Road Maps, and Djibouti is in the process of validating its Road Map.

Regionally, IGAD has reinforced this progress by leading the consultation process of generating and validating a roadmap and results framework for the implementation of the roadmap. IGAD also led, along with the Government of Djibouti and the EU, UNHCR and Germany, the highly successful regional conference on refugee education, which generated bold new commitments to ensure refugees and host communities have greater access and improved quality of education. This also represented the launch of the series of thematic meetings that are aimed at reinforcing the delivery of regional and country commitments.

The international community has continued to sustain support to the refugee response, particularly at a time in which there has been a significant increase in the pressure on humanitarian finance as a result of successive droughts in the region and the deterioration of the humanitarian situation globally. Although on average within the region, there has been a general decline in the amount of
humanitarian finance provided per refugee\textsuperscript{46}, there has been significant growth in the level of development investments that is supporting both refugee and host communities.

Taken together, this experience even though in its infancy has started to generate lessons, which may be useful for other regions and also the Global Compact on Refugees no going through formal government consultations especially on the role of regional organisations in the search for durable solutions for refugees and support to their host communities.

Although the focus is on the protracted Somali refugee situation, the Nairobi Declaration and Plan of Action has broader relevance and reach to all refugees in the region, as asylum policy in countries of the region is non-discriminatory. This is evident in the commitments in the specific commitments made by IGAD Member States, which largely pertain to all refugees. Similarly, the Djibouti Declaration and Action Plan, which is anchored in the Nairobi Summit, addressed the education needs of all refugees. This is also reflected in the emerging CRRF roadmaps, such as for Uganda\textsuperscript{47}.

Given the Nairobi Plan of Action represents the regional application of the CRRF, it is recommended that this broader scope continues. However, the specific focus on Somalia and creating the conditions conducive for sustainable return and reintegration of both refugees and IDPs remains a prime focus.

6.1 Challenges for the year ahead

— Continuing conflict in South Sudan, DRC which will further increase pressure on hosting countries.
— The situation in Somalia remains precarious as a result of ongoing insecurity and drought, likely to slow the pace of return and reintegration.
— Drought in refugee hosting areas, and the resulting food insecurity, will increase pressure on resources and the potential for tensions between refugees and their hosts.

4 Despite the considerable investment in response to these protracted crises, there remain extremely high levels of poverty amongst both refugees and host communities. It is expected that addressing the development needs of both refugees and their host should result in a marked shift in socio-economic indicators, but this needs to be tested.

5 Continuing pressures to respond to ever new numbers of refugees can frustrate the desire to shift to longer and more developmental approaches. This requires trying to bring development partners from the start, notably addressing basic services, and at the same time having flexibility within development finance to respond to this.

6 There are increasing pressures on humanitarian finance, given increasing global demands.

\textsuperscript{46} This is based on average per (refugee) capita expenditure for both UNHCR and WFP operations for Djibouti, Ethiopia, Kenya and Uganda between 2012-2016.

\textsuperscript{47} The Uganda CRRF roadmap states: ‘Although primarily focused on the plight of Somalia refugees in the region and the need to find durable solutions, the Nairobi Declaration also represents the regional application of the CRRF, and includes IGAD Member State pledges at the Leaders’ Summit. Hence, it addresses the needs of both Somali and other refugees in the region’.
6.2 Priorities for the Year Ahead

The main focus in 2018 will be delivering on the commitments made in the Nairobi Plan of Action. Many of these have been highlighted in the earlier chapters. To support this, the following are proposed as the key priorities and milestones for IGAD, its Member States and its partners over the next 12 months:

**Legislation.** With regional countries either enacting refugee laws or implementing newly adopted legislations, the region and its partners should now prioritize the transformation and implementation of legal frameworks for refugee protection.

**National Action Plans.** IGAD Member States are at different stages in developing their national plans of action, which for many are taking the form of CRRF roadmaps. Some have completed them and now shifting to implementation while others are just getting started. These plans will include the implementation of the Djibouti Declaration on Refugee education.

**Jobs and livelihoods.** The second regional thematic meeting will be on livelihoods and how to promote self-reliance and increase economic growth in refugee hosting areas. Like the education meeting, it will provide the opportunity to exchange best practices and innovation. It will also explore what the challenges and opportunities for expanding jobs and economic growth in some of the more marginal parts of the IGAD region are and how development finance and the private sector can be more effectively engaged.

**Mobilising adequate funding.** Despite high pressures on international humanitarian finance, there is a need to ensure that significant levels of humanitarian funding are provided in order to support core operational responses.

**Finance tracking and management.** Linked to the development and implementation of national action plans is the need for improved coordination and management of finances, including the generation of financing strategies in support of national, sub-national or sectoral plans and the delivery of results. This needs to take account of the increasingly diverse set of financial sources supporting refugees and host communities. One of the immediate requirements is having better finance tracking mechanisms at the national level, whether bolstering existing aid information management systems or generating separate ones that are closely linked to these.

**Preparedness.** Given the constant pressures of responding to new refugee caseloads within the region, there is a need to explore options for more effective planning and predictable humanitarian and development finance to better anticipate and respond to new refugee caseloads. This should explore best practice in other fields, such as risk management and financing.

**Data and evidence.** There is a need for continued investment in data and evidence in order to improve the effectiveness of support to refugees and host communities.

**Cross-Border Initiatives:** Investment in cross-border management initiatives was highlighted in the Nairobi Action Plan as a way of ensuring holistic development that addresses humanitarian, self-reliance and development concerns of refugees in border regions where refugees are settled.