Migration has become a defining national and regional political issue, as it touches on powerful underlying concerns relating to human rights, international economics, labour demands, security, governance, and a globalised but increasingly unequal world. The Intergovernmental Authority on Development (IGAD) covers a diverse region with a population of over 230 million, comprising areas of economic growth and investment and areas prone to violent conflict, political instability, and humanitarian crises (IGAD Regional Strategy, 2016). The IGAD region is one of the world’s largest refugee producing and hosting areas, with up to 11 million forcefully displaced persons (RMMS, 2017).

Most of the displacement in the region is protracted, lasting 10 years on average, as for refugees from Eritrea, Somalia, and South Sudan. In line with trends in global displacement, forced displacement and mixed migration in the Horn of Africa has become more complex over the last five years. It has increased in volume too, fuelled by political, socio-economic, and environmental factors. While displacement has clear negative impacts on the countries of origin, it also has spillover effects throughout a much larger area. For example, Somali and South Sudanese refugees are found throughout the IGAD region. Most refugees in the Horn of Africa live in camps though some are housed in settlements, as in Uganda. These camps and settlements tend to be in underdeveloped and marginalised areas, compared to the rest of the host country. Many refugee hosting communities already face precarious socio-economic conditions, marked by food insecurity, limited access to basic services, poor livelihood opportunities, and degraded natural resources. Protracted displacement of refugees further exacerbates their situation. The result can be competition for scarce resources and pressure on the environment, sometimes leading to conflicts and clashes (Forced Displacement and Mixed Migration, 2015, World Bank and UNHCR).

Migration flows in the IGAD region are mixed, that is, they include persons with various different profiles and levels of vulnerabilities: migrant workers (both regular and irregular), refugees, smuggled migrants, trafficked persons, unaccompanied children, environmental migrants, stranded migrants, and victims of exploitation and abuse. Some use irregular channels to flee political unrest, persecution, and conflict, while others seek to escape situations of extreme resource scarcity, including drought, crop failure, food insecurity, and severe poverty. In the host and transit countries, migrants have less protection than others. They are also more subject to exploitation, and less tolerated.

IGAD’s role in addressing forced displacement and mixed migration

As a regional actor, IGAD recognises the need to respond to forced displacement and mixed migration flows in a way that addresses the structural causes. In pursuing a holistic approach, it supports programmes to build the capacity of governance structures at the national, sub-national, and local levels for improved development. At the same time, it works to mitigate the economic, social, and environmental...
impacts of migration on the host communities. These efforts are guided by the IGAD Migration Action Plan (MAP) 2015-2020, developed to operationalise the overarching Regional Migration Policy Framework (RMPF).

Addressing mixed migration

IGAD has established a number of initiatives to address mixed migration. Its aim is to maximise protection and save lives, while working towards sustainability and increased government ownership and capacity to respond to needs by reinforcing governments’ migration management capacities. For better regional and national coordination, it has established platforms for dialogue and information sharing. In 2008, IGAD launched a regional consultative process on migration, and set up the IGAD Regional Migration Coordination Committee (RMCC). These provide a framework for discussing and following up on progress in implementing the RMPF and MAP. Through national coordination mechanisms and a “whole of government approach” to migration management, IGAD supports member states, especially in strengthening cooperation and coordination on migration management at the national level. Since 2014 it has established national coordination mechanisms (NCMs) for this. Currently Ethiopia, Kenya, Uganda, and South Sudan have fully operational NCMs, with the remaining countries formalising their own NCMs.

IGAD is also in the process of negotiating a free movement of persons regime. This protocol would harmonise policies and procedures on free movement of persons, regulations, and the rights of trade and labour migrants across the IGAD region, while promoting transhumance mobility. Facilitating movements is the objective envisaged.

Development response to displacement

IGAD has adopted a development response to forced displacement. This is a strategic shift from a purely humanitarian approach that leaves out the host communities towards a comprehensive response to the social, economic an environmental implications of displacement for both the persons displaced and the host communities. Real improvements for those living in situations of protracted displacement and for the affected host populations can be achieved only by addressing issues of housing, livelihoods and jobs, access to services, inclusion, and governance in ways that benefit all. The goal is to ensure that displaced people are more self-reliant rather than needing continued humanitarian aid.

Development actors in the region have been called to work comprehensively and scale up their efforts to counter the impacts of forced displacement on fragile and conflict affected countries and regions. In this regard, IGAD has developed two main responses: the Development Response to Displacement Impacts Project (DRDIP) and the Nairobi Declaration on Durable Solutions for Somali refugees and reintegration of returnees in Somalia.

DRDIP aims to improve access to basic social services, expand economic opportunities, and enhance environmental management for communities hosting refugees. IGAD will use knowledge and insights generated from the project to showcase good practices in integrated service delivery in refugee hosting areas. Benefits in terms of economic inclusion and sustainable management of the environment will also be documented and shared. Through generation of evidence supporting innovative development approaches, DRDIP hopes to bring about a
shift in mind-set among IGAD member states and partners working on displacement. To effectively coordinate this response IGAD has established the Regional Secretariat on Forced Displacement and Mixed Migration, based in Nairobi with the support of the World Bank.

Regarding the Nairobi Declaration, IGAD convened a special summit on durable solutions for Somali refugees and reintegration of returnees in Somalia. At that gathering, in March 2017, member states agreed on a comprehensive regional approach to address the Somali refugees' situation, while maintaining protection and promoting self-reliance in the countries of asylum, consistent with international responsibility-sharing as outlined in the New York Declaration's Comprehensive Refugee Response Framework (CRRF).

The Nairobi Declaration and its prospects in the IGAD region

IGAD appreciates that a coherent and comprehensive set of policies is essential to move towards solutions. However, these alone are not sufficient. Common objectives and goals are also needed, alongside agreed actions, a clear delivery framework, dedicated resources, a robust monitoring system, and a targeted communication strategy. Only by pooling resources and efforts and translating them into concrete joint actions will it be possible to make tangible progress for refugees and host communities on the ground.

With the adoption of the Nairobi Declaration and its accompanying action plan, IGAD member states committed to respond collectively to one of the world's most prolonged displacement crises. Now in its third decade, there are over a million internally displaced persons (IDPs) and nearly 900,000 refugees in the region.

Member states have set strategic objectives, outcomes, indicators, and milestones for implementation of the Nairobi Declaration. The framework provides the means to track progress in delivery on the commitments and the results achieved. In line with this, countries are developing national action plans (NAPs) defining policy changes, investments, and other actions required to deliver on the commitments made. Resource mobilisation will be undertaken on a rolling basis using biannual meetings of IGAD member states and key donors and international financial institutions. These gatherings will also provide opportunities to take stock of progress made across the region. To support the process, a set of regional thematic meetings will be convened on specific issues such as education for refugees and host communities, self-reliance, and third-country resettlement. These will provide opportunities to share experiences and best practices and address bottlenecks and challenges.

The Comprehensive Refugee Response Framework and the Nairobi Declaration

The UN General Assembly has called for a global response and international support to ensure that forced displacement and migration challenges are addressed in a coherent, comprehensive, and balanced manner backed by international responsibility-sharing to support hosting countries. The Comprehensive Refugee Response Framework (CRRF), led by the UN Refugee Agency, provides an imperative to overcome the outdated view of refugees and migrants as burdens on societies. The Declaration urges governments to come up with a fresh and more realistic view of refugees and migrants as active contributors to development and welfare in the societies that host them.

Countries in the IGAD region have expressed a need for increased responsibility-sharing by the international community, while committing to reform various aspects of refugee protection. Key among these commitments were those made during the Leaders' Summit, held during the 71st UN General Assembly in September 2016. It is in this context that the IGAD summit adopted the Nairobi Declaration, further reinforcing the commitments made by member states at the Leaders’ Summit. The Nairobi Declaration can be viewed as the regional application of CRRF, which pursues a multisectoral response to displacement that considers the development impacts of displacement on host communities and governments. Five IGAD member states (Ethiopia, Kenya, Uganda, Somali and Djibouti) have become CRRF pilot countries. The Nairobi Declaration will be part and parcel of this process.

National action plans are to be part of the overall CRRF implementation strategy. Each country will come up with a consolidated national plan of action. DRDIP will complement the CRRF objectives too, for example, through initiatives to ease pressure on host countries. This approach is a game changer for the communities that have long relied on humanitarian support. It holds real potential to leave them more empowered and with a greater sense of dignity.

To deliver on these commitments, there is growing international recognition that development actors must engage earlier than they have been doing and adopt a longer-term planning approach at the onset of a displacement crisis. Furthermore, they need to work in collaboration with displacement-affected governments including those at the local level, host communities, and international humanitarian partners.

This article was first published in ECDPM Great Insights Magazine, volume 7-issue 1
Background
Forced displacement programming in the region had for a long time given little significance to the plight of host communities. The first step to reversing this approach requires conscientious effort by all partners to view displacement from a development perspective. This shift in mind-set requires new thinking that responds to the social, economic and fiscal implications for displaced people and their host communities aimed at benefiting both groupings. As such, this would require area-based planning and targeted investments to boost economic activity particularly in host areas. Real and substantial improvements for those living in protracted displacement and the affected host populations can only come about by addressing housing, livelihoods and jobs, access to services and inclusion in governance, in ways that benefit both the displaced persons and their host communities.

DRDIP in Ethiopia has embraced a Community Driven Development (CDD) approach as a model to engage extensively with the local communities. This approach is taken from the experiences gained through the Pastoral Community Development Program in pastoralist areas of Ethiopia, implemented under the Ministry of Federal Affairs and Pastoral Development. Building on an already tested approach in the country and expanding the existing best experiences, the CDD approach is viewed as an effective development program approach for addressing the needs of displacement impacted refugee hosting communities, which will enable the coping capacity of the local communities and strengthen the social cohesion between refugees and their hosts while promoting community ownership of initiatives.

Why the CDD approach?

Various research findings and practical programming experiences have shown that when given clear and transparent rules, access to information, appropriate capacity, and financial support, local communities can effectively organize to identify priorities and address their local problems by working in partnership with local governments and other supportive institutions to build small-scale infrastructure and deliver basic services. The CDD approach is one of the key tools in this line which builds on the strengths of a community to create change from within. The intent is to create change by building community capacity, working in collaboration with community members, and providing a framework for residents to acquire the skills and resources necessary to plan, implement, and evaluate actions designed to improve their conditions. This approach was introduced by the World Bank in 2000 as a key operational strategy to address poverty and inequity. This approach is all about empowering local decision-making and putting resources under the direct control of community groups to lead to the efficient delivery of basic services and, when sustained over time, measurable reductions in poverty, particularly among the poorest populations and communities. CDD
programs operate on the principles of transparency, participation, local empowerment, demand responsiveness, greater downward accountability, and enhanced local capacity. The World Bank has supported CDD across a range of low to middle-income and conflict-affected countries to respond to a variety of urgent needs including water supply and sanitation, rural access roads, schools and health clinics construction, nutrition programs for mothers and infants, and support for micro-enterprises.

**TDRDIP’s CDD approach in Ethiopia: Experience from the Tselemti Woreda**

Tselemti is one of the DRDIP implementing woredas located in the north-western part of Ethiopia hosting more than 20,000 Eritrean refugees for more than a decade in two camps namely; Mayani and Adi-harush. The Tselemti woreda hosts the largest refugee community in the Tigray region. Hosting refugees in this woreda has had both negative and positive impacts with evident adverse impacts on the environment exacerbated by the already arid and degraded landscape of the woreda. The increased number of refugees created significant demand for charcoal to cook with, which in turn led to increasing deforestation. To some extent, such competition for natural resources resulted in conflict between the host communities and refugees. The electrification of the camps and neighbouring areas by the Ethiopian Government has greatly reduced the destruction of the vegetation.

Notwithstanding the above challenge, the hosting of refugees in the woreda has also brought a number of positive impacts. The local economy has been stimulated in some towns such as Maytsebri in the Tselemti woreda which has seen a rise in business opportunities, increased capital, labour and an inflow of skills. Some refugees are reported as managing small businesses which has improved the business environment. Hosting these refugees has changed the local context in many ways, something that had not been foreseen in launching of earlier community development initiatives. The Tselemti woreda is structured administratively in 25 kebeles and from this, 8 kebeles were selected for DRDIP project intervention based on proximity and the impact encountered as result of hosting refugees. Those kebeles were selected based on their proximity to the camp with all 8 kebeles located in a radius of 15-20 Kms.

Tselemti woreda comes out as one of the best examples for community driven development approach in addressing displacement impact in the Tigray region in the context of DRDIP. The CDD approach in this woreda is being executed through active community engagement with a well-established structure that has a clear mandate at each level, with the community providing leadership and owning the process, obtaining additional support from the local government.

Developing the DRDIP in the Tselemti woreda started with intensive community consultations to identify priorities at the grassroots level. This provided the cornerstone for community commitment stemming from the clear ownership of the project by the community right from the onset. The starting point was introduction of the project objective by the DRDIP team in close consultation with the local authorities. This was then followed by a series of trainings on the CDD approach. During the training sessions, communities identified their problems that required intervention and prioritized them based on the available resources they had at hand from the project. All community-level priorities were submitted by each kebele, who in turn compiled and sent them to woreda. It is at the woreda level that priorities were further consolidated and submitted to the regional level and on to the federal level for final consideration.

One of the soil and water conservation sites in the Tselemti woreda constructed by local communities under the DRDIP interventions
The lowest existing administrative structure at community level under the project is the kebele Development Committee (KDC) which oversees all kebele issues in that respective area including project activities. For purposes of better accountability and closer community engagement, another community level structure has been created below the KDC under the DRDIP. With the ownership and commitment exhibited at all levels, it was reported that 100% of community contributions to the DRDIP had been collected by the end of 2017. This is a notable achievement surpassing other similar set-ups in DRDIP implementing areas in Ethiopia. It is interesting to note that 50% of committee members at the community level are women and this extends to project management, procurement, community social audit and community facilitation committees to mention but a few. Most committee meetings are held on a weekly basis and proper documentation is maintained under the project.

LEARNING EVENT ON DURABLE SOLUTIONS FRAMEWORKS

As part of its work to advance the development approach to displacement in the region, the IGAD Regional Secretariat conducted its first regional learning event on durable solutions frameworks in Ethiopia on the 11th and 12th October, 2017 in collaboration with the Regional Durable Solutions Secretariat (ReDSS). As outlined in the Regional Secretariat Strategy, ReDSS is identified as one of the strategic partners in the region working to promote durable solutions through conducting various durable solutions analyses for countries in the region including Uganda, Somalia and Ethiopia. The ReDSS framework is designed around the durable solutions for refugees which include; voluntary repatriation to the country of origin in safety and dignity, resettlement to a third country and local integration in the country of asylum. The learning event provided a starting point towards a common tool for working together with governments to inform durable solutions strategies and responses, and for building comprehensive baselines against which to monitor progress over time. The workshop introduced the DRDIP Project Implementation Unit team and members of the National Project Steering Committee to the overall ReDSS durable solutions framework and tools and also reviewed the durable solutions analysis for Ethiopia. The ReDSS durable solutions indicators and rating justifications were presented to encourage the DRDIP teams to understand their respective contributions to improvements in the lives of refugees and IDPs while working with host communities. Discussions also agreed to adopt some of the indicators that are in line with the project objectives and target areas that contribute to the overall national durable solutions endeavours.
IGAD MINISTERS MEET ON DURABLE SOLUTIONS FOR SOMALI REFUGEES

Ministers from the IGAD region and development partners met in Nairobi to review progress made in implementing the Nairobi Declaration and Action Plan on Durable Solutions for Somali Refugees and Reintegration of Returnees in Somalia. This was a follow-up to the Special Summit of IGAD Heads of State and Government held in Nairobi, Kenya on 25th March 2017 that agreed on a framework to find durable solutions to the Somali refugee crisis, one of the world's most protracted. The ministerial meeting was preceded by a two-day technical meeting of senior officials from government, civil society, international financial institutions, development partners and United Nations agencies to review the overall progress made so far, and set the priorities and milestones for the next twelve months.

The two meetings also provided an opportunity to reflect on how the experiences and achievements within the IGAD region contribute to the shaping of a global compact on refugees, on which formal consultations commenced in February 2018. The ministers agreed to invigorate efforts aimed at addressing the root causes of forced displacement in the sub-region and creating a conducive environment in Somalia for sustainable return and reintegration, among others.

Following the successful holding of the 1st thematic meeting on refugee education in Djibouti in December 2017, it was decided that a 2nd thematic meeting on livelihoods should be held with a view to promoting self-reliance and increasing economic growth in refugee hosting areas, as well as providing an opportunity to exchange best practices and innovations.

The IGAD Ministers further called on the international community and other partners to demonstrate stronger solidarity and responsibility sharing through multi-year development finance in support of national, sub-national and sectoral plans to support refugees and host communities. This will require increased data and evidence gathering that would improve the effectiveness of support rendered, in line with the respective national action plans.

For more details, read here.

2ND DRDIP REGIONAL PROJECT STEERING COMMITTEE MEETING

The 2nd Regional Project Steering Committee (RPSC) meeting took place on 23-24 March, 2018 in Nairobi-Kenya, bringing together members of the Project Implementation Units (PIUs), National Steering Committees, refugee management agencies and representatives from the World Bank, IOM and IGAD.

Convened by the Regional Secretariat, the RPSC provides a platform for countries to share experiences across the project intervention areas, share information of the various work plans and provide guidance to the regional interventions. The 2nd RPSC held detailed discussions on the application of the Community Driven Development
(CDD) approach across the four project countries and defined the research, knowledge generation and learning activities for 2018. Other important discussions were centred on harnessing research as support to the knowledge generation and learning agenda of the Regional Secretariat and the methodology for deployment of technical assistance to project countries.

The committee applauded the gains made so far in building social and economic infrastructures and encouraged countries to share experiences throughout project implementation.

The RPSC meeting is held twice a year and the next one is scheduled to take place in the last quarter of 2018.