



## Explanatory Note



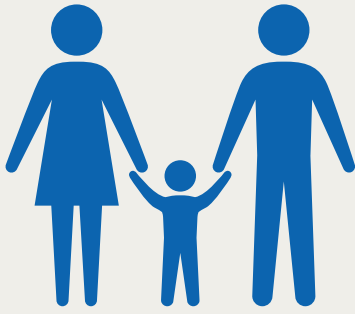
# INTEGRATED ACTION PLAN FOR SUSTAINABLE RETURN AND REINTEGRATION OF SOMALI REFUGEES FROM KENYA TO SOMALIA



**UNHCR**  
The UN Refugee Agency

# REGIONAL MAP : Somali Refugees

August 2015



**2.1 million**  
total displaced Somalis

## Somali Refugees

IDPs

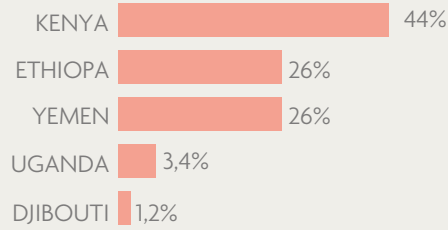


**965,000** refugees & asylum-seekers from Somalia  
(estimated figure september 2015)

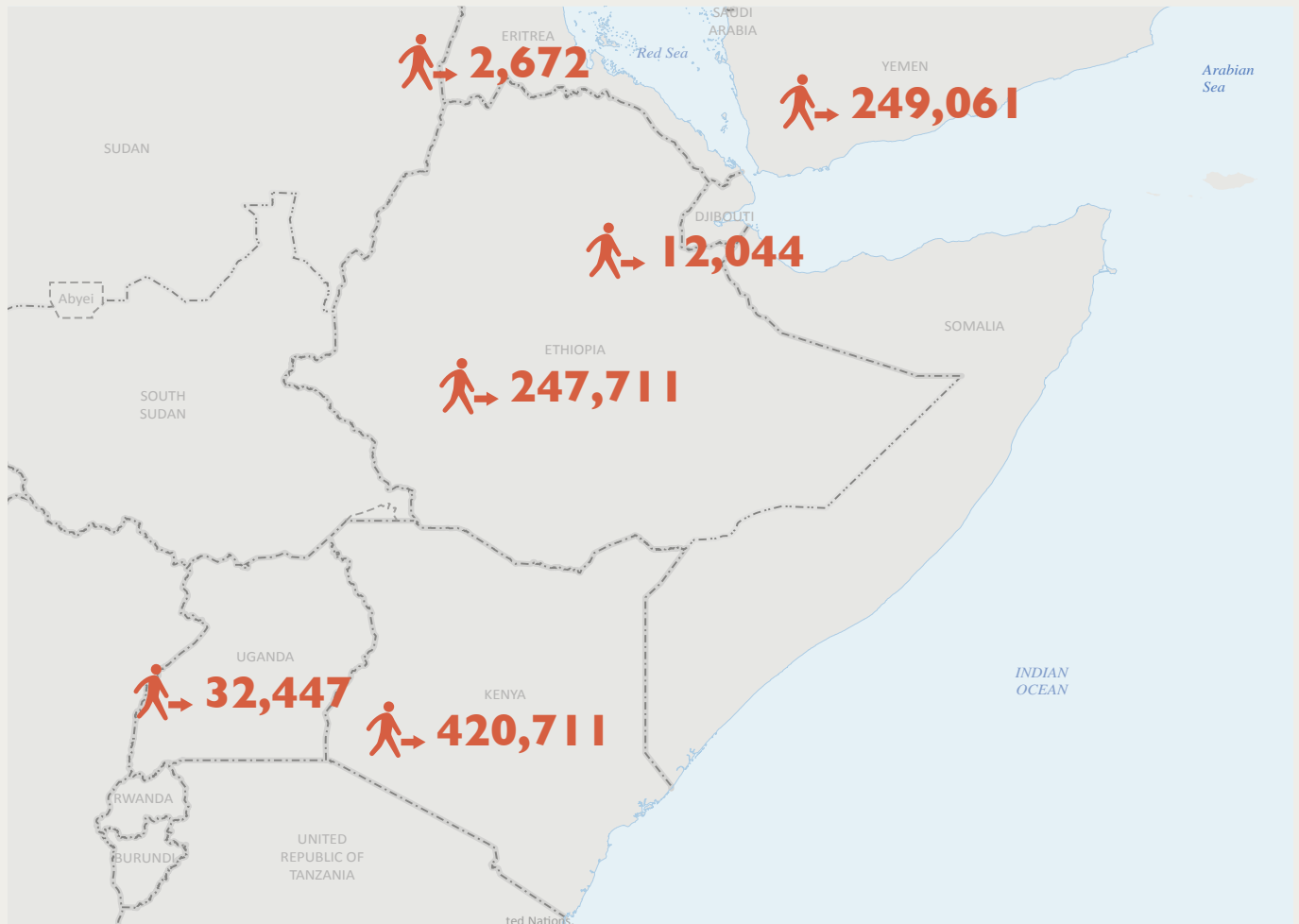
**1.1 million** internally displaced in Somalia

**8,626** registered refugees in 2015

### Breakdown of Somali Refugees



## Somali refugee by country of asylum



The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.

Sources: UNCS, UNHCR, UNPD

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## I. Introduction

There are 1.1 million internally displaced people in Somalia and one million refugees hosted in the Horn of Africa region, making Somalia one of the largest and most protracted displacement situations worldwide. The international community recognizes that the peacebuilding, state building and development process will not be complete without durable solutions for refugees in neighbouring countries and those displaced internally, which together account for almost 20 per cent of the Somali population. This was articulated at a High Level Partnership Forum in Mogadishu on 29-30 July 2015 and again on 28 September at the United Nations General Assembly. The New Deal Compact for Somalia explicitly recognizes in its opening chapter: “the need to address the development needs of the Somali population who are displaced inside the country, or returning from surrounding countries”. Working together on durable solutions is paramount. Numerous solution processes are continuing in Somalia, including the ongoing voluntary return of refugees from Kenya as well as voluntary return and integration of internally displaced persons (IDPs). There is a need to support Somali refugees in Kenya to better prepare themselves for appropriate solutions, including voluntary repatriation. In tandem, it is important to strengthen the resilience of communities in refugee hosting areas in Kenya. Similarly, humanitarian and development interventions to enhance the absorption capacity of receiving communities in Somalia for sustainable reintegration of returnees and IDPs will require substantial investments.

## 2. Purpose

This document introduces a proposed Plan of Action for the return and reintegration of 135,000 Somali refugees from Kenya during the period January 2016 to December 2017. The plan forms part of a longer term strategy to December 2019 based on a planning figure of 215,000 returns, developed under the auspices of the Tripartite Commission, established by the Tripartite Agreement between the Governments of Kenya and Somalia and UNHCR to govern the voluntary repatriation of Somali refugees. Implementation of the Plan of Action will focus on dignified and safe return of refugees as well as reintegration and sustainable solutions for returnee families in Somalia. With the area-based and inclusive community-based approaches in the implementation of activities, this action will also benefit refugee returnees from other countries in the region such as Djibouti, Eritrea, Ethiopia, Yemen, as well as IDPs and receiving communities in areas of return in Somalia. International support is being sought through this Pledging Conference to fund humanitarian and development activities outlined in the plan, which employs a forward-looking approach aimed at creating conducive conditions for return and sustainable reintegration in Somalia. This will form a solid foundation for comprehensive and holistic durable solutions for the displaced population.

The indicative planning figures are as follows:

### Planning figures

2015	2016	2017	2018	2019	Total
10,000	50,000	75,000	65,000	15,000	215,000

At the request of the Tripartite Commission, the United Nations High Commissioner for Refugees (UNHCR) mobilized counterparts and partners in Kenya and Somalia to work through humanitarian and development structures in both countries, to develop action proposals for concrete intervention against which pledges could be made by donor partners.

### 3. Summary of estimated requirements

An extensive process of consultations between humanitarian and development agencies and the Governments of Somalia and Kenya was undertaken between May 2015 and October 2015. The approaches taken in each country are explained in the following chapters. The Plan of Action document, annexed to this paper, provides details on the areas of intervention and activities to be pursued by humanitarian and development partners for consideration and support by donor partners.

Kenya Indicative Budget	
Sector	Indicative Budget (USD)
Livelihoods	6,026,217
Protection and voluntary return support	55,977,323
Security-maintaining the civilian character of the refugee camps and protection from crime (policing and community support)	9,714,069
Health Support for Refugees	4,398,662
Education support for refugees	10,426,957
Infrastructure development (Road Construction)	n/a
Host community support and environment management	13,456,772
<b>Total</b>	<b>100,000,000</b>
Infrastructure Development (Road from Dadaab to Liboi)*	112,000,000

Somalia Indicative Budget	
Sector	Indicative Budget (USD)
Livelihoods	34,000,000
Wash	10,125,000
Protection and voluntary return support	31,875,000
Security (policing and community support)	10,000,000
Education	16,500,000
Food and Agriculture	75,000,000
Environment	9,000,000
Infrastructure	30,000,000
Shelter	54,500,000
Health	17,000,000
<b>Total</b>	<b>288,000,000</b>

\*The specific modalities on how the infrastructure proposal in Kenya will be financed will be agreed upon between the Government of Kenya and interested donor partners

## 4. Operational Context

### General overview

Following years of armed conflict and at the height of the combined famine and conflict induced humanitarian crisis in Somalia in 2011, the number of Somali refugees given asylum in Kenya rose to 519,411. However, by the end of August 2015, the number of registered Somali refugees in UNHCR Kenya's population database had decreased by 98,700 to 420,711, many of whom are believed to have spontaneously returned to Somalia. While humanitarian actors in Somalia are unable to confirm these returns due to limited access, significant cross border population movements from Kenya were recorded during the same period.

Djibouti, Ethiopia, Uganda and Yemen have also generously offered asylum to Somali refugees and return movements are occurring from these countries. Within the framework of the Tripartite Agreement, a total of 3,634 persons returned, from 8 December 2014 to 31 August 2015, and the enhanced phase of the operation is now underway<sup>1</sup>. The trend of voluntary returns, whether supported or spontaneous, is an encouraging sign that refugees regard voluntary repatriation as a viable option for them and their families despite ongoing security challenges in many areas inside Somalia.

In April 2015, the crisis in Yemen induced Somali refugees and other persons of concern to UNHCR to flee. As of 06 October 2015, total arrivals in Somalia from Yemen numbered 29,319 of which 89 per cent or 26,111 were returned Somali refugees, many of whom are likely to stay and reintegrate. It is important to note that a majority of Somali returnees from Yemen originate from south central regions, from the same areas as those returning from Kenya as well as from other countries in the region.

### Regional implications

This Plan of Action fits within the broader regional framework as established in the Addis Ababa Commitment towards Somali Refugees. The Commitment, which was adopted unanimously by the Governments of Djibouti, Ethiopia, Kenya, Somalia, Uganda and Yemen, in a ministerial meeting in August 2014, held under the High Commissioner's Global Initiative on Somali Refugees, affirms a consensus on six central aspects of the protracted situation facing Somali refugees. The Governments agreed to: i) maintain asylum space while needed; ii) create conditions within Somalia to enable large-scale return; iii) increase the self-reliance and resilience of host communities and refugees; iv) combat xenophobia; v) explore alternative stay arrangements; and vi) work towards engaging humanitarian and development approaches to address the protraction.

The Strategy, Operations Plan and Plan of Action on voluntary repatriation addresses one part of the comprehensive and holistic approach set out in the Addis Ababa Commitment towards Somali Refugees and Solutions Alliance Somalia Results Chain. Therefore, it is crucial that the other elements are equally and concurrently pursued. Somali refugee returns from other countries in the region such as Eritrea and Yemen<sup>2</sup> and those who may return from Ethiopia or further afield will be factored in to ensure reintegration activities benefit entire communities in areas of return, including IDPs and the receiving communities. Cognisance will also be taken of the return of IDPs, in particular, in the South Central regions, where approximately 70,000 IDPs have been assisted to return to their areas of origin

<sup>1</sup> 4,851 Somali refugees had been supported to voluntarily return to Somalia by 4 October 2015

<sup>2</sup> 29,319 persons arrived in Somalia from Yemen since late March 2015 (including 26,111 Somali refugee returnees) and 43 Somali refugees from Eritrea returned in August 2015.

by the Somalia Return Consortium since 2012. The envisaged approach supports the achievement of durable solutions for returning refugees and IDPs, and encourages a holistic bridging of humanitarian and development action in community development; thereby increasing resilience in communities.

Sustainable reintegration activities such as livelihood support, will follow a community-based and co-existence approach to help avoid conflict over resources while seeking to address the needs of entire communities. In close coordination with development actors, UNHCR will play a catalytic role together with the United Nations Country Team and the Humanitarian Country Team (UNCT/HCT).

### **Security, political and socio-economic challenges**

In response to deteriorating security in refugee hosting areas, UNHCR made a commitment to support the Government of Kenya to enhance security in refugee camps in Dadaab. The Plan of Action proposes to support the maintenance of the civilian and humanitarian character of the refugee camps in Dadaab as well as improve overall security in the operational area for the refugee and host communities. The preservation of humanitarian and asylum space in Kenya will be, in part, through improved law enforcement and rule of law.

Solutions to the protracted Somali refugee situation are important for the stabilisation of the country as well as for peace and security in the region. Somalia has been affected by multiple crises, ranging from armed conflict to extreme climatic conditions, which have caused drought induced famine and devastating floods impacting over 13 million people. Recognizing the fragile security environment in Somalia, particularly in the South Central regions, the Plan of Action acknowledges emerging pockets of stability and new opportunities to pursue durable solutions for Somalia's displaced population. However, the security environment in Somalia remains volatile in a context where the international community, notably through UNSOM and AMISOM, continues to provide robust support to the government to strengthen defence and law enforcement structures.

On 9 July 2015, AMISOM announced that military operations were underway to recover areas in the Bay and Gedo regions from Al-Shabaab control. While AMISOM has acknowledged that these operations led to civilian displacement, and the UNHCR-led Protection Cluster estimates that some 40,000 civilians have been displaced since the operations began, a stated objective of the Government and the UN is full recovery and stabilization of Somalia's territorial integrity. The current military operations are expected to last several months, during which the nine areas of return in South Central regions as well as newly recovered areas are likely to remain unstable.

### **Planned responses to security challenges**

In both countries, UNHCR and partners will adopt a community and gender equality approach to security and other activities with the aim of enhancing the participation of persons of concern in their own protection, to prevent radicalization, particularly of youth, and to develop strong complementary cross sector links with livelihoods and education.

Somali refugees wishing to return will receive full and up to date information on the envisaged area of return, at all stages of their return movements so that risks are identified and avoided. This will help ensure the decision to return is informed by knowledge of the realities in Somalia.

Physical security of returning refugees will be secured en-route as well as in receiving communities of return. Collaboration with the Federal Government of Somalia and regional administrations in the framework of the New Deal Compact's Peacebuilding and Statebuilding Goals (PSG2 – Security) will increase capacities of Somali border authorities and the police in areas of return to monitor and





ensure the physical and legal protection of persons of concern. UNHCR will continue providing direct capacity support to these authorities through, inter alia, the provision of vehicles, and paying monthly stipends. Training will be provided on Refugee and Human Rights Law and the Guiding Principles on Internal Displacement.

Local police and administrations will be supported to work with communities and develop outreach networks. Prevention and early warning systems will be developed and co-existence and social cohesion initiatives implemented. The approach will seek to address risk factors that encourage violence and conflict and create a foundation for sustainable co-existence. By enhancing local capacities for preventing and resolving behaviour that contributes to violent conflict in areas of return, UNHCR and partners will seek to strengthen local resilience mechanisms working through a community safety approach which emphasises participation.

The proposed Plan of Action includes a number of targeted infrastructure initiatives, such as road upgrades and rehabilitation to support the physical security and freedom of movement of returning refugees, returnees, IDPs and receiving communities. Improved infrastructure will provide protection and developmental benefits to communities and contribute significantly towards stabilisation of government administration, social and economic development in refugee hosting areas in Kenya and return locations in Somalia.

## 5. Overall Strategy

In early 2015, after a series of terror attacks, the political leaders in Kenya called for the closure of the Dadaab refugee camps associating the incidents with the presence of refugees and refugee camps in Kenya. Subsequent to constructive dialogue reaffirming the voluntariness of the repatriation process, Kenya, Somalia and UNHCR committed to an orderly, humane and voluntary return process in accordance with the Tripartite Agreement between Kenya, Somalia and UNHCR.

In May 2015, the High Commissioner for Refugees, Antonio Guterres, committed to organizing the 21 October Pledging Conference to mobilize international support. In preparation, the Tripartite Commission, comprising Kenya, Somalia and UNHCR, was tasked with the development of the Strategy, Operations Plan and Plan of Action. The plan consists of interrelated and closely linked components in Kenya and Somalia. In Kenya, support will be given to improve the resilience of refugees and host communities, including development in the latter; strengthen solutions identification and the voluntary return process for Somali refugees and; enhance overall security in the Dadaab operational area to safeguard asylum. In Somalia, humanitarian and development needs will be met by assisting returnee families to re-establish their new lives upon return and to create conditions that are conducive to their sustainable reintegration.

The evaluation of the voluntary repatriation pilot project, which had been implemented between 8 December 2014 and 30 June 2015, informed a revised Strategy, Operations Plan and Plan of Action to enhance and expand support for returns to all areas of Somalia.<sup>3</sup> The Plan of Action describes a continuum of joint humanitarian and development interventions from within the refugee communities in Kenya to areas of return, for the benefit of entire communities in Somalia. Accordingly, UNHCR expanded its operational footprint in Somalia from three to nine areas in South Central regions, including Mogadishu, as well as Somaliland and Puntland.

## 6. Strategic Objectives<sup>4</sup>

The Plan of Action for both countries focuses on the provision of protection and return anchoring services. To galvanize this approach, the overarching strategic objectives are:

- In Kenya, to preserve asylum space, support the resilience of the host community, improve security, crime prevention and response as well as practical support to refugees who wish to voluntarily repatriate to Somalia in the exercise of their right to return;
- In Somalia, to ensure safe, dignified and sustainable reintegration of Somali returnees by addressing both humanitarian and development needs.

Preparing refugees in Kenya to return includes providing protection, developing their solutions capacities and provision of return related assistance upon departure. Returnees will be supported in Somalia, through the provision of basic public services and the creation of socio-economic activities in order to sustain returns.

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<sup>3</sup> A pilot project was implemented between 8 December 2014 and 30 June 2015 in which a total of 2,589 Somali refugees were supported to repatriate to Baidoa, Kismayo and Luuq districts.

<sup>4</sup> UNHCR core mandate activities are mainstreamed in the proposed projects, contained in the annual programme activities.

## 7. Coordination

### Kenya

The process of putting together the Plan of Action in Kenya followed a multi-stakeholder inter-agency consultative process involving government officials and technical experts, sector specialists and managers from development and humanitarian organisations at both the field and national level. The Plan of Action built on existing frameworks such as the Security Partnership Project Memorandum of Understanding between UNHCR and the Government of Kenya of January 2015 and the Garissa County Integrated Development Plan (GCIDP). The GCIDP is linked to the Kenyan National Development Plan (Kenya Vision 2030), as legally required by the County Government Act, as well as the Medium Term Plan 2013-2017. The actions supporting refugees are within the framework of existing key refugee protection and assistance strategies.<sup>5</sup> They are also linked to the Kenya Comprehensive Refugee Programme Process.

### Somalia

In Somalia, a process of consultations with federal, regional, district and local government levels, UN agencies, NGO partners, donors and financial institutions is ongoing to ensure alignment of the Action Plan with (i) the Somalia Humanitarian Response Plan, and (ii) the Peace Building and State Building Goals (PSGs) of the New Deal Compact, the main development framework of Somalia. Emphasis is on building on ongoing programmes in the designated areas of return and reintegration, as there are already a number of PSG New Deal Compact programmes that have been approved, but are currently not funded, and could be expanded to better address the needs of returnees. These joint efforts will allow enhancement of the absorption capacity of communities and increase access to basic services i.e. protection, health, education, shelter, food security and livelihoods, which are key flagship sectors to achieve sustainable reintegration and comprehensive durable solutions.

## 8. Planning process

The Plan of Action is based on the Strategy Document and Operations Plan which themselves were informed by the evaluation of the voluntary return pilot phase. The evaluation made several recommendations, including the following which relate directly to the Plan of Action:

- Recognizing the hospitality of Kenya as well as hosting communities in Garissa, Dadaab, Kakuma and areas in Nairobi through investment in development projects and improved livelihood and educational opportunities<sup>6</sup>;
- Creating conditions for return in Somalia requires a multi-year integrated area and community-based approach to address both short-term and longer-term needs of entire communities [returning refugee and IDP returnees, and receiving communities];
- Activating a comprehensive durable solutions framework for Somalia's displaced linked to the New Deal Compact is imperative.<sup>7</sup>

<sup>5</sup> Livelihoods Strategy 2013-2015; Education Strategy 2013-2015; Voluntary Repatriation Strategy and Operations Plan 2015; Protection Strategy 2013-2015

<sup>6</sup> Evaluation Report of the Pilot Project, Recommendation 11, P.6

<sup>7</sup> Ibid, Recommendation 12, P.6

Other identified barriers besides security for Somali's going home included lack of shelter, land, and a lack of public services such as health and education.

The elaboration of the plan in both Kenya and Somalia also relied on the findings of participatory assessments that are carried-out routinely in Dadaab, Kakuma and Nairobi as well as on the 2014 joint UNHCR/IOM Return Intention Survey conducted in Dadaab. The survey found that 2.6 per cent or approximately 10,000 of the Somali refugees living in Dadaab were planning to return to Somalia within 24 months. Concerns over security and a lack of availability of public services were the main reasons given by 97 per cent of Somali refugees who did not intend to return in the short to medium term. Similarly, a UNHCR led population verification exercise from September 2012 to July 2013, found that 82 per cent of Somali refugees would return home if peace prevailed.

The return intention survey also found a difference in the intentions to return of those refugees who arrived in 2002-2007 and 2008-2013, as compared to those who had arrived between 1991 and 2001. Those who arrived in the years 2002-2013 have maintained closer ties with Somalia and are confident about land and property rights as well as access to livelihood opportunities. The triggers for flight between 1991 and 2001 was conflict while those who fled later did so for the same reasons exacerbated by natural hazards, including drought induced famine.<sup>8</sup>

In Kenya, host community support actions have mainly been designed using the Garissa County Integrated Development Plan (GCIDP). The objectives of the GCIDP aim at boosting the local economy through employment creation, reduction of poverty and inequality, increasing food security through improved agricultural methods, irrigation systems and investment in livestock breeding and marketing. Economic development will be spurred through upgrading the main road artery from Garissa to the Kenya-Somalia border and by increasing asset creation, savings and promotion of investments and exports. Substantial support will also be required to protect and rehabilitate the environment, including through the use of alternative energy sources to mitigate deforestation caused by over reliance on firewood. Equity will be achieved by promoting the well-being of the marginalised and the minority groups. Aligned to the priority areas of the GCIDP, the Plan of Action for the host community is intended to multiply its effect.<sup>9</sup>

Extensive protection and post return monitoring in communities in Somalia by UNHCR and partners facilitated the evaluation of the pilot project. The lessons learned therein enabled the expansion of voluntary returns to all areas of Somalia and the extension of reintegration activities to six other focus areas, including Mogadishu. The experience gained has informed the indicative activities to support reintegration contained in the Plan of Action. District profiles were undertaken in six districts, including the return areas of Baidoa, Beletweyne, Kismayo and Luuq to support planning, provision of assistance and information on conditions to returning refugees.

<sup>8</sup> Joint UNHCR/IOM Return Intention Survey Report, P.9

<sup>9</sup> The initiatives outlined in the Garissa County Integrated Development Plan were further prioritized by the host community at two planning and coordination meetings held in Garissa and Dadaab, in May and June 2015 (Garissa Forum). Accordingly, the Garissa Forum has prioritized interventions in the areas mentioned.



Technical workshops and focused group discussions were conducted by members of the Solutions Alliance Somalia<sup>10</sup> in Mogadishu and Nairobi in March and April 2015 which developed results chains to mainstream actions for durable solutions within the Peace Building and State Building Goals (PSGs) of the New Deal Compact as follows:

- Concrete action responding to the needs of returnees to participate in public affairs (PSG1);
- Reintegration in safety and security (PSG2);
- Access documentation and maintain family unity, restore housing, land and property rights and have access to effective remedies and justice (PSG3);
- Access livelihood opportunities and enjoy an adequate standard of living (PSG4);
- Access all essential services (PSG5)<sup>11</sup>

<sup>10</sup> Solutions Alliance Somalia is a network for providing a common platform for data analysis and exchanging information, as well as creating operational synergies and a common vision to address Somali displacement productively, safely and sustainably within the region. SAS membership comprises of; World Bank, UNHCR, Danish Embassy, UNDP and ReDSS (DRC, IRC, NRC, WV, Acted, InteSoS, Oxfam, RCK, Mercy Corps, CARE).

<sup>11</sup> Solution Alliance Somalia; Report of 9-10 March 2015, meeting in Annex 1, P.10.

## 9. Pledging and funding mechanisms

There are differences between funding channels in Kenya and Somalia. In Kenya, funding pledges will mainly be channelled through UNHCR, whereas in Somalia, most of the funding will be to both humanitarian and development partners. Although UNHCR Somalia is the prominent humanitarian actor for return and initial reintegration, other United Nations agencies and partners play significant roles in responding to humanitarian and development needs. In addition, there are several non-governmental partners also working for the return and sustainable reintegration of refugee and IDP returnees, such as the Danish Refugee Council, Norwegian Refugee Council, International Rescue Committee, Mercy Corps, INTERSOS and other members of the Somalia Return Consortium. All these organisations participated in this planning exercise and will be included within the framework of the Refugee Chapter of the Humanitarian Response Plan. As agreed with government, partners and donors in Somalia, pledges to the Action Plan will be channelled through the existing funding mechanisms established under the Humanitarian Response Plan (for humanitarian activities) and New Deal Compact (for development activities).

For the development component of the Plan of Action, donors should pledge their proposed contributions under the relevant Peacebuilding and Statebuilding Goals (PSGs), co-led by Government, UN and donors, for discussions on prioritization and detailed programme formulation. This will avoid the potential of duplication, ensure full complementarity with on-going initiatives and adherence to the principle of the assistance process being Somali-led and owned.

Of the four funding windows established under the New Deal Compact, pledges under this conference will primarily be channelled through the United Nations Multi-Partner Trust Fund (UNMPTF) using both the established UN funding and the national funding streams. All UN agencies are eligible to receive funding through the UN Funding Stream and financial support to international and local non-governmental organisations can occur through one of the UN Agencies. In addition, government ministries and departments are eligible to receive funding through the National Funding Stream. For pledges to the humanitarian component of the action plan, donors should channel funding directly to individual participating agencies and projects will be reflected in the Refugee Chapter of the Humanitarian Response Plan (HRP). UNHCR will remain as the lead agency for refugee coordination, implementation, monitoring and reporting, while the overall management of the Financial Tracking System of the HRP will be done by UN OCHA.

In Kenya, it is expected that a significant part of the resources made available for the return movements of refugees and related activities will be channelled through the UNHCR Annual Refugee Programme. Resources can also be channelled through bilateral arrangements to partners who have an operating partnership arrangement with UNHCR within the framework of the Kenya Comprehensive Refugee Programme. To support refugee hosting communities in Kenya, funding can be channelled to peaceful co-existence development activities through bilateral or multilateral donor partners as appropriate.

The Government of Kenya is planning to upgrade the Garissa/Modika–Liboi road and has started the process of mobilizing financing – either loans on concessional terms and conditions or grants – from various bilateral and multilateral development institutions. Accordingly, the budget appropriation cost estimates for Kenya, include the projected costs for the road in the amount of 112,000,000 USD.

## 10. Partnership Mobilisation in Kenya and Somalia

All stakeholders were mobilised and participated fully in the project proposal elaboration process under the auspices of the Tripartite Commission for the voluntary repatriation of Somali refugees from Kenya to Somalia. Inter-agency sector specialists, forming project design teams, met jointly and severally on many occasions from May to September 2015, to elaborate project proposals which were then consolidated into project sheets at the strategic objective level. The project sheets were then summarized into a portfolio of projects which was then presented for inter-agency consultations and endorsement.

Thereafter, the consolidated portfolio of projects, comprising both Kenya and Somalia components, was formally deliberated upon by the Technical Committee of the Tripartite Commission which then transmitted it for review, deliberation and provisional endorsement by the Tripartite Commission responsible for the implementation of the Tripartite Agreement. Subsequent to this, the draft portfolio of projects was converted into a Plan of Action and endorsed by the Tripartite Commission. This Plan of Action, attached herewith, is now before the Ministerial Pledging Conference.

