

## Annex 1: Countries

### Afghanistan

One in five refugees worldwide is from Afghanistan.<sup>1</sup> The majority of them find refuge in the neighbouring countries Iran and Pakistan. Nevertheless, according to UNHCR estimates, approximately 170,000 Afghans made their way to Europe by crossing the Mediterranean Sea in the first 11 months of 2015.<sup>2</sup> The Netherlands currently hosts a population of nearly 44,000 Afghans. This is the biggest Afghan population in any EU country except Germany.

The reasons why so many Afghan people decide to migrate are complex and diverse. First of all, the security situation in Afghanistan has deteriorated over the last few years, partly because of advances by the Taliban in certain parts of the country.<sup>3</sup> Secondly, 400,000 people enter the already tight Afghan labour market every year, resulting in high unemployment and a lack of economic prospects, above all for young people.<sup>4</sup> Given their lack of prospects, joining the Taliban offers many young people an alternative source of income. Thirdly, there is a lack of trust in the Afghan government and in the future of the country. In part because of the Taliban's recent occupation of Kunduz, many Afghans fear that the situation will deteriorate even more. Lastly, people's lack of opportunities to participate in decision-making makes them feel as if their voices are not being heard by the country's political leaders. The lack of transparency, of an honest rule of law, of a government that people identify as a trustworthy alternative to the Taliban, or of economic prospects for the future in a fragile and often insecure country leads more and more young Afghans to take a chance and travel to Europe. This results not only in a brain drain for Afghanistan but also in a labour shortage, making reconstruction even more difficult.

Afghanistan still has a long way to go in achieving gender equality. Women often have fewer economic opportunities and are grossly underrepresented in local and national political systems. Their voice is often not heard in decision-making. A solid gender strategy aimed at transforming the traditional, unequal division of roles between men and women is therefore crucial for any organisation that wants to work in Afghanistan. Due to the combination of insecurity and lack of prospects, many Afghans see no other option than to leave their country in search of refuge elsewhere.

In line with the context analysis for Afghanistan, the ARC Fund will be open for the following policy goal of the theory of change for the Security and Rule of Law policy priority.

#### *Goal 5: Employment*

- 5.1 NGOs, if possible in cooperation with government institutions, local or national civil society and the private sector, are increasing sustainable employment opportunities, particularly for young people and women, in a conflict-sensitive manner that promotes inclusive development and social cohesion. *Agriculture is a sector that offers opportunities, but initiatives that focus on other sectors will not be excluded in advance.*

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<sup>1</sup> UNHCR, Solutions Strategy for Afghan Refugees, update 2015-2016, regional overview, 6.

<sup>2</sup> <http://data.unhcr.org/mediterranean/regional.php>.

<sup>3</sup> UNHCR, Solutions Strategy for Afghan Refugees, update 2015-2016, regional overview, 6.

<sup>4</sup> World Bank, Afghanistan Country Snapshot 2015, 2.

Applications may also include elements of the following goals (2.1, 2.2, 2.3, 3.1, 3.2), provided they support the priority policy goal stated above. However, good quality proposals on the policy goal listed above (5.1) have priority.

*Goal 2: Functioning rule of law*

- 2.1 Men and women from all groups are aware of their basic rights and fundamental freedoms and have equal access to formal and informal justice systems.
- 2.2 Institutions of the legal system perform their tasks effectively and in a coordinated way, respond to people's needs, and account for their actions. *There are opportunities, notably but not exclusively, to improve evidence gathering and the functioning of the units charged with the elimination of violence against women (EVAW).*
- 2.3 The legal system is independent and effectively combats corruption and abuse of power by state institutions, armed actors and powerful individuals.

*Goal 3: Inclusive political processes*

- 3.1 Political decision-making at all levels is participatory, representative and inclusive of all population groups.
- 3.2 National and international actors take responsibility for effective and inclusive mechanisms for peacebuilding and conflict prevention at different levels, with an active role for women.

## Burundi

Burundi has a long history of instability, conflict and migration. In 2008, a bloody ethnic civil war that took the lives of around 300,000 people came to an end. However, the underlying tensions between ethnic groups in Burundi remained. Poverty and food insecurity are causes of discontent in its largely young population. Over 60% of Burundians are under the age of 25.<sup>5</sup> Because of increased demographic pressure, scarcity of agricultural land is a growing problem. Moreover, trust between the central government and its citizens (the social contract) is low, due to corruption and elites whose main concern is to obtain and retain power.

How fragile the country's stability was became clear in April 2015 when the announcement that President Nkurunziza would run for a third term in office resulted in severe disorder, mostly in and around Bujumbura. Calm has not yet been restored in some parts of the city. Since the unrest began, more than 200,000 Burundians have fled their country in search of refuge, mostly in the neighbouring countries Tanzania and Rwanda. In addition, about 80,000 Burundians are internally displaced.<sup>6</sup>

The recent outbreak of violence shows that the root causes of the civil war have not been adequately dealt with and that there are still many lingering tensions between different groups in the country. An honest process of coming to terms with the past is needed to bring people together in search of a solution to the current instability. Although most Burundians want to live and work peacefully together to rebuild their country, those in power do not hesitate to fan the flames of existing political tensions with hate speech that magnifies ethnic divisions. It is therefore important to promote transitional justice so as to offer the Burundian people the opportunity to learn from past mistakes and make a fresh start with a clean slate. Moreover, work is needed to restore people's sense of security, so that they will not feel the same need to flee. Young people should be central to both these approaches.

Organisations that seek to work in Burundi should be aware that, due to the sanctions imposed after President Nkurunziza was inaugurated for a third term in office, cooperation with the central and other levels of government should be kept to a minimum. The Dutch embassy in Bujumbura can advise organisations on the current limitations on working in Burundi.

In line with the context analysis for Burundi, the ARC Fund will be open for the following policy goals of the theory of change for the Security and Rule of Law policy priority.

### *Goal 1: Human security*

- 1.1 All forms of violence against civilians, including sexual violence, and other threats to (physical) safety are being reduced.
- 1.3 Local communities and civil society are contributing to enhanced human security and social cohesion, independently and, where appropriate, in coordination with responsible institutions.

### *Goal 2: Functioning rule of law*

- 2.1 Men and women from all groups are aware of their basic rights and fundamental freedoms and have equal access to formal and informal justice systems.
- 2.4 Formal and informal legal institutions are ensuring justice for the victims of human rights violations and serious crimes committed during periods of armed conflict or dictatorship, and are addressing the root causes of conflict.

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<sup>5</sup> <http://esa.un.org/unpd/wpp/DataQuery/>

<sup>6</sup> <http://www.unhcr.org/pages/49e45c056.html>

## Democratic Republic of the Congo

The eastern DRC has been marked by protracted instability for over 20 years, a state of affairs that has had an enormous human, ecological and economic impact. The area is plagued by numerous armed groups, both local and foreign, and this has resulted in more than two million IDPs and a similar number of Congolese who have sought refuge abroad.<sup>7</sup> The international community has invested heavily in peace and stabilisation processes, deploying the largest ever UN peacebuilding mission, MONUSCO, with 20,000 blue helmets deployed in the DRC, mostly in east.<sup>8</sup>

Since 2009, an International Security and Stabilisation Support Strategy (I4S) has been developed and implemented by MONUSCO's Stabilisation Support Unit and the international community. This strategy supports the Congolese government's programme for the stabilisation of the eastern DRC (STAREC). The I4S defines stabilisation as 'an integrated, holistic but targeted process enabling state and society to build mutual accountability and capacity to address and mitigate existing or emerging drivers of violent conflict'. This intervention falls in an area between emergency aid and sustainable development.<sup>9</sup>

The main cause of instability and conflict in the east of the DRC is the state's failure to assume its basic responsibilities, ensure equal protection of its citizens and maintain a monopoly on violence. This has resulted in: (1) the proliferation of armed groups and violence (including sexual and gender-based violence), (2) competition over access to and control of land and other natural resources (e.g. minerals), accompanied by a 'winner take all' mentality and the manipulation of ethnic and tribal loyalties, and (3) lack/inequality of economic opportunities and prospects, especially for women and young people, against the backdrop of increasing demographic pressure.

Past efforts by the international community have been too fragmented and have too often failed to directly address the dynamics of the conflict. This has considerably reduced the impact of these efforts.

The Netherlands aims to contribute to a Great Lakes region that is more secure, stable and prosperous – a place where men and women have more prospects. Security is important, given the pervasive risk of violent conflict. Poverty and violence will lead to large numbers of refugees, victims and magnify human suffering. The Netherlands understands how the complex history of the region continues to affect the current situation, and seeks to make a difference through coherent use of resources. This is reflected in the Great Lakes Multi-Annual Strategic Plan, which in the eastern DRC is aligned with the I4S. The I4S (including its needs assessments and provincial strategies and plans) outlines in detail what the main drivers of conflict and opportunities for stabilisation are for the eastern DRC.

The Netherlands seeks to carry out a holistic intervention that will address the root causes of the conflict from multiple angles, resulting in a tangible increase in security and stability in the selected I4S stabilisation priority zones: 1) Masisi-Rubaya-Katoyi-Luke and 2) Hauts Plateaux de Kalehe (northern Kalehe).

In line with this context analysis for the DRC, the ARC Fund will be open for the following goals within the policy priority Security and Rule of Law, and associated country goals:

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<sup>7</sup> UNHCR, DR Congo Factsheet, February 2015.

<sup>8</sup> MONUSCO, 2015, <http://www.un.org/en/peacekeeping/missions/monusco/mandate.shtml>

<sup>9</sup> The ISSS 2013-2017 for the Democratic Republic of the Congo, p. 19.

*Goal 4: Legitimate and capable governments*

- 4.1 Government institutions at local and provincial level implement laws and policies and deliver core tasks in a manner that promotes citizens' inclusive and sustainable development.
- 4.2 Government institutions at all levels are responsive to needs and views articulated by their citizens and have functioning mechanisms in place for internal and external accountability.
- 4.3 Government institutions manage domestic resources and public finance transparently and have functioning mechanisms in place to reduce and prevent corruption.

*Goal 5: Employment and basic services*

- 5.1. NGOs, if possible in cooperation with government institutions, local and national civil society and the private sector, support the communities in increasing sustainable employment opportunities, especially for young people and marginalised groups, contributing to a reduction of people's key conflict-related grievances.
- 5.2. NGOs, if possible in cooperation with government institutions, local and national civil society and/or the private sector, support the communities in improving equitable access to basic services, especially for young people and marginalised groups, contributing to a reduction of people's key conflict-related grievances.

## Ethiopia

Ethiopia is home to the largest refugee population in Africa, almost 730,000 people.<sup>10</sup> Ethiopia is simultaneously a transit country, a country of origin and a country that receives many migrants and refugees. Different flows of migrants leave Ethiopia for the Middle East, southern Africa and Europe. The Ethiopian government has indicated that it is difficult to stop these flows, but that more can be done to channel the flows and to reduce the number of people who see no other option than to migrate from their country. A lack of prospects leads many, mostly Somali and Eritrean, refugees to leave Ethiopia for Europe, as well as many Ethiopian migrants to head for the Middle East.

Ethiopia has an open-door policy for refugees. Because of the historical ties between Ethiopia and Eritrea, there is a strong sense of solidarity with Eritrean refugees. Eritrean refugees are, under certain conditions, allowed to live and work outside the refugee camps in the informal sector. Nevertheless, large groups of Eritreans as well as Ethiopian migrants from the Shire district choose to migrate irregularly, because of a lack of prospects and a large number of people smugglers. In addition, the situation of many Somali refugees of whom many live in the Somali region, offers only long-term prospects of improvement and is thus desperate, adding to the pressure on countries receiving large amounts of migrants.

Despite the fact that the Ethiopian economy is growing rapidly – at an average rate of 10.8% between 2003 and 2014<sup>11</sup> – many Ethiopians still live in poverty. Lack of economic prospects is impelling Ethiopians from all parts of the country to emigrate, mostly to the Middle East, other parts of Africa, but also to Europe. By offering these people more opportunities to build lives for themselves in Ethiopia, factors pushing people to leave for Europe and other parts of the world could decrease. Economic factors like limited job opportunities, low income levels and inequality are major root causes of onward migration for this group of refugees. Innovative projects that encourage alternative ways of building sustainable livelihoods are therefore needed to achieve results in addressing the root causes of migration from Ethiopia.

NGOs that submit an application for Ethiopia need to be aware of the fact that they, or their local partners, are only allowed to implement projects in the country with a mandate from the government. The Dutch embassy in Addis Ababa can advise them on Ethiopian legislation affecting NGOs.

In line with the context analysis for Ethiopia, the ARC Fund will be open for the following policy goals of the theory of change for the Security and Rule of Law policy priority.

### *Goal 4: Legitimate and capable government*

- 4.1 Government institutions at all levels implement laws and policies and perform core tasks in a manner that promotes inclusive and sustainable development for refugees, actual and potential migrants and host communities.

### *Goal 5: Employment and basic services*

- 5.1 NGOs, if possible in cooperation with local or national government institutions, local or national civil society and the private sector, are increasing sustainable employment opportunities for refugees, migrants and host communities in a conflict-sensitive manner that contributes to inclusive development and social cohesion.
- 5.2 NGOs, if possible in cooperation with local or national government institutions, local or national civil society and the private sector, are improving basic services and equitable access to these

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<sup>10</sup> UNHCR, August 2015, Factsheet Ethiopia, United Nations High Commissioner for Refugees.

<sup>11</sup> <http://www.worldbank.org/en/country/ethiopia/overview>

basic services in a manner that contributes to tackling the root causes of forced or voluntary migration and of instability.

## Jordan

Jordan is currently contending with an immense refugee crisis. There are 650,000 Syrian and 58,000 Iraqi refugees registered in Jordan,<sup>12</sup> in addition to the 750,000 Syrians who were living in Jordan before the crisis – the Iraqi refugees from the two Gulf wars and the Palestinian refugees.

85% of the refugees live outside refugee camps in some of the poorest areas of Jordan, and more than half of the refugees are children. Many refugees who live in communities outside the camps do not have sufficient access to basic services. In a number of municipalities, especially in the north, refugees outnumber Jordanian residents, and the impact on employment and access to public services, legal aid and resources has provoked local tensions.

As the conflict in Syria enters its fifth year, meeting the refugees' needs is having a major impact on Jordan's public finances, government spending, public services and security. Moreover, the country's trade has been severely disrupted by the loss of its main transregional trade route through Syria.

Besides limited access to basic social services, refugees have no prospect of becoming self-supporting in the future. There is a shortfall in the number of places in primary and secondary education and in the number of teachers. There is also limited access to vocational training and professional education, as schools are full (often already on double shifts) and the government is hesitant to admit large numbers of Syrian students, from a desire to protect Jordanians' job prospects (youth unemployment in Jordan is at 34%<sup>13</sup>). Additionally, the increasingly tight formal and informal job market is increasing unemployment among Jordanians, particularly young Jordanians, as well as refugees. This is undermining the political will to allow refugees to work.<sup>14</sup> Meanwhile, refugees working in the informal sector face possible repercussions (such as expulsion) if they are caught. Lack of legal aid (together with lack of documents, time limits and the threat of fines) for stateless people adds further to the complex situation faced by the refugee community.

Mainly due to the lack of prospects, some refugees are deciding to return to Syria or to move onwards to Europe. The number of refugees returning to Syria more than doubled in August 2015.<sup>15</sup> Key push factors are the cumulative impact of living in exile with no prospect of improvement, the lack of access to livelihoods or to a decent future for children, the recent elimination of free access to basic social services like health care, and cuts to food aid due to funding shortfalls.<sup>16</sup>

At the recent Resilience Development Forum in November 2015, the Jordanian government announced a shift in its approach to Syrian refugees' employability – from a 100% ban to allowing the employment of 'the most vulnerable Syrians and Jordanians' in income-generating programmes, despite the lack of opportunities. Jordan will also establish a quota for Syrians in some industries in which many foreigners work, like construction, agriculture and the textile industry. Additionally, on the 23 November 2015, the Ministry of Planning and International Cooperation presented a first draft of a plan – developed in coordination with the World Bank and the UK/DFID – to attract foreign investment to Jordan and allow Syrian refugees to work in those specific industries in economic zones as well as in the refugee camps. This plan will be further elaborated and presented during the donor meeting on the 4 February 2016 in London.

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<sup>12</sup> Jordan Response Plan for the Syria Crisis, 2015.

<sup>13</sup> World Bank.

<sup>14</sup> ILO study on repercussions of informal employment of Syrian refugees for the labour market, [http://www.ilo.org/beirut/media-centre/news/WCMS\\_369592/lang--en/index.htm](http://www.ilo.org/beirut/media-centre/news/WCMS_369592/lang--en/index.htm)

<sup>15</sup> <http://www.unhcr.org/54d87b279.pdf>

<sup>16</sup> UNHCR, October 2015, Jordan Factsheet – UN Refugee Agency.

In line with the context analysis for Jordan, the ARC Fund will be open for the following policy goals of the theory of change for the Security and Rule of Law policy priority.

*Goal 2: Functioning rule of law*

- 2.1 Men and women, and especially the most vulnerable refugees and Jordanians, are aware of their basic rights and fundamental freedoms and have equal access to formal and informal justice systems.

*Goal 5: Employment and basic services*

- 5.1 NGOs, in cooperation with government institutions, local and national civil society and the private sector, are increasing access to sustainable employment in a way that benefits both Jordanians and Syrian refugees and supports the Jordanian economy, in a conflict-sensitive manner that contributes to inclusive development and social cohesion.
- 5.2 NGOs, in cooperation with government institutions and service providers, are enhancing equitable access to quality education, vocational training and water and sanitation in a manner that contributes to social cohesion.

## Lebanon

Lebanon is currently contending with an immense refugee crisis. The main refugee group in the country consists of Syrians: according to UNHCR there are currently 1.1 million registered Syrian refugees in Lebanon.<sup>17</sup> In addition there is a group of almost 500,000 Palestinian refugees, 450,000 of whom have been residing in the country since 1948. 55,000 Palestinians arrived from Syria more recently.<sup>18</sup>

Almost five years after the conflict in Syria started, with no end in sight, the situation in Lebanon has reached a critical point. Public services are overwhelmed, economic growth has come to a standstill, and unemployment is rising. The mass influx of refugees from Syria is estimated to have increased the labour supply by almost 50%, with the majority of Syrians being low- to semi-skilled workers. Job competition is particularly evident in the informal sector, which currently accounts for more than 56% of total employment.<sup>19</sup> At the same time, 34% of young people in Lebanon are unemployed.<sup>20</sup> Moreover, the ILO estimates that half of young Syrians (including two thirds of women) have no access to income-generating activities.<sup>21</sup> The number of Syrian refugees who are unable to regularise their stay is increasing to around 80%. As a result, poverty in Lebanon is rising, social tensions between the refugee population and Lebanese nationals are growing, and those who can afford to are leaving Lebanon in search of a better future elsewhere.

To address these problems, it is necessary to: (1) invest in (vocational) training and professional education that match the demand on the Lebanese labour market (potential industries in Lebanon are agriculture, manufacturing and energy) and the potential demand in post-conflict Syria, (2) create a platform that minimises differences and builds trust among different actors such as the private sector, government, educational institutions and labour unions, thus bridging the gap between supply and demand on the labour market, and (3) stimulate the establishment of small-scale businesses and the creation of jobs, thus making it possible to build social cohesion between refugees and Lebanese nationals.

Focusing on marginalised young people in Lebanon, both Lebanese and refugees, is pivotal to ensuring stability in the country. This is especially important because there are signs that unemployment and the dire financial situation are fuelling migration as well as extremism and militancy among young people. For example, Tripoli in northern Lebanon has experienced sporadic armed clashes as a spill-over effect of the Syria conflict, and is now witnessing considerable migration of indigent refugees and Lebanese families via 'death boats'.

Migration and the conflict drivers in Lebanon are nationwide phenomena. This makes tackling unemployment and focusing on young people challenges that can only be met by bringing different stakeholders on board (civil society, government institutions and the private sector) and by scaling up initiatives to bridge the gap between young people's needs and schemes that respond to them.

In line with the context analysis for Lebanon, the ARC Fund will be open for the following policy goals of the theory of change for the Security and Rule of Law policy priority.

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<sup>17</sup> UNHCR, 2015, Syria Regional Refugee Response, retrieved from <http://data.unhcr.org/syrianrefugees/country.php?id=122>

<sup>18</sup> UNRWA, 2014, Lebanon, retrieved from <http://www.unrwa.org/where-we-work/lebanon>

<sup>19</sup> World Bank, 2014.

<sup>20</sup> World Bank and Government of Lebanon, 2013.

<sup>21</sup> Assessment of the Impact of Syrian Refugees in Lebanon, ILO, 2014.

*Goal 4: Legitimate and capable governments*

- 4.1 Government institutions are engaged in a participatory approach that promotes inclusive and sustainable development.
- 4.2 Government institutions are responsive to needs and views expressed by individuals and civil society.

*Goal 5: Employment and basic services*

- 5.1 NGOs, working with the private sector, government institutions and local and national civil society, are increasing sustainable employment opportunities in a conflict-sensitive manner that promotes inclusive development and social cohesion.
- 5.2 NGOs, working with the private sector, government institutions, local and national civil society, and the education sector, are enhancing equitable access to educational opportunities that match the demand on the Lebanese labour market.

## Mali

In 2012, Mali experienced two coups by rebel groups that took over the north of the country. The country was ravaged by a civil war and became a breeding ground for terrorists. Early in 2013 several military interventions took place. France sent soldiers to Mali to train and support the Malian government army, and the European Union joined in later with training missions. On 29 July 2013, elections were held and a new president was elected. Although relative stability returned under the rule of the new president, since August 2014 the security situation in several parts of northern Mali has deteriorated. Many of the violent incidents took place in the Kidal region.

There are many root causes of conflict in Mali. The country has a high level of corruption throughout society, there is a dysfunctional social contract between the state and its people, and there is a lack of good governance. The government has slowly lost its meaning for many Malians due to exclusion on the basis of caste, ethnic group, class, gender and age.<sup>22</sup> Recurrent rebellions, the common practice of buying off interest groups, and a diminishing military presence have allowed criminal groups to establish themselves in territories where there is no effective government, where they can penetrate government structures. A situation where state structures are weak and criminal interests have gained ground is perpetuated by a justice system based on vested interests and impunity.<sup>23</sup>

Northern Mali remains the least stable part of the country and requires interventions that focus on the following areas. The relationship between government and people needs to be strengthened; in other words, the social contract needs to be renewed and reinforced. The services provided by government need to be adapted to public needs, which is currently not the case. Furthermore, civilians need to be informed about ways in which they can defend their rights and express their needs. Meeting these needs, which can relate to the rule of law and basic social services, requires innovative approaches.

In line with the context analysis for Mali, the ARC Fund will be open for the following policy goals of the theory of change for the Security and Rule of Law policy priority.

### *Goal 1: Human security*

- 1.1 All forms of violence against civilians, including sexual violence, and other threats to safety are being reduced (results for people).
- 1.2 Institutions responsible for maintaining security perform their tasks effectively and in a coordinated way, respond to people's needs and account for their actions. This concerns in particular security and justice sector reform in response to the needs of the citizens, such as community policing.
- 1.3 Communities and civil society are contributing to enhanced human security and social cohesion, independently and in coordination with responsible institutions.

### *Goal 3: Inclusive political processes*

- 3.2 National and international actors take responsibility for effective and inclusive mechanisms for peacebuilding and conflict prevention at different levels, with an active role for women and special attention to reconciliation and transitional justice.

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<sup>22</sup> Multi-Annual Strategic Plan (MASP) for Mali (2014-2017), Kingdom of the Netherlands.

<sup>23</sup> MASP for Mali (2014-2017).

## **Pakistan**

Pakistan currently faces complex and multi-dimensional challenges that are leading to displacement and migration as well as insecurity and sectarian violence. The challenges are in the fields of the rule of law (including access to the justice systems and law enforcement), socioeconomic developments (including rapid population growth and unemployment) and protection of human rights. Because of these challenges, many of the more than 53 million young Pakistanis, mostly male, see no other option than to migrate in search of work and a better future. Those staying behind and unable to build sustainable livelihoods could become a source of instability for Pakistan.

The root causes of insecurity and migration could be addressed by strengthening the rule of law as well as creating employment opportunities and income-generating activities for young people.

In line with the context analysis for Pakistan, the ARC Fund will be open for the following policy goals of the theory of change for the Security and Rule of Law policy priority.

### *Goal 2: Functioning rule of law*

- 2.2 The institutions of the legal system perform their tasks effectively and in a coordinated way, respond to people's needs and account for their actions.
- 2.4 Formal and informal legal institutions are ensuring justice for the victims of human rights violations and serious crimes committed during periods of armed conflict or dictatorship, and are addressing the root causes of conflict.

### *Goal 5: Employment*

- 5.1 NGOs, in cooperation with government institutions, local and national civil society and the private sector, are increasing sustainable employment opportunities in a conflict-sensitive manner that promotes inclusive development and social cohesion.

## Somalia

The problems in Somalia have a long history and deep roots. Since 1991, the country has seen humanitarian crises, conflicts, refugee crises, piracy and terrorism. Most of these problems are concentrated in central and southern Somalia, where for a long time lawlessness reigned and warlords were in control. In northern Somalia, in the more or less independent states Somaliland and Puntland, relative stability and to some extent effective government structures exist. Since the end of 2012 Somalia has had an internationally recognised federal government and an interim constitution. Many areas in central and southern Somalia have now been recaptured from Al-Shabaab by the federal government and troops of the AU mission in Somalia (AMISOM).

Despite these successes, the federal government is prey to internal political tensions, limited popular legitimacy and a low capacity to provide basic services. The recaptured areas are contending with a fragile security situation, a lack of effective local government structures and humanitarian distress (especially food shortages).

In addition to these challenges, these areas also need to absorb Somali refugees returning from Kenya and Yemen. According to the UN, 29,467 Somalian refugees returned from Yemen from March to October 2015 alone as a result of the war there.<sup>24</sup> 76% of these refugees are from central and southern Somalia (46% from Mogadishu alone). The number is expected to rise to 111,000 refugees by the end of 2016. With the threatened closure of the Dadaab refugee camp in Kenya, another 333,137 Somali refugees will have to return, mainly to central and southern Somalia. These refugees fled from conflict and famine (the 2011 drought) in the past and are often farmers or agro-pastoralists. In Somalia itself, 1.1 million people are living in IDP camps. Due to persistent conflicts, prolonged food insecurity and a lack of alternative sources of income, many farmers and agro-pastoralists are leaving their rural areas.

The two main causes for large groups of people leaving Somalia are conflict and famine. Periods of intense conflict show a peak in IDPs and in refugees to neighbouring countries. The same pattern was apparent during the food crises in 2001, 2006 and 2011. Conflicts for their part result from groups of people settling disputes with weapons instead of through peaceful processes. These conflicts are often caused by elites fighting over control of lucrative sources of income and/or over political power (like Al-Shabaab). The country's high unemployment rate (70% of its population are under 30 years of age) makes it easy for elites to mobilise young people in defence of elite interests. The anarchy and ongoing conflicts since 1991 have also led to an entire generation growing up without knowing peace or a culture of peace. The other main cause for migration (famine) results from agricultural systems that have been weakened over the last 25 years and are incapable of absorbing external shocks (droughts and floods). Besides fragile agricultural systems, Somalia's agrarian communities have a very low degree of organisation, making it difficult for them to stand up to plundering elites and call local authorities to account. Social cohesion is significantly weaker in these groups than in pastoral communities (nomadic clans).

Enhancing the self-reliance of communities by strengthening their members' capacity for self-organisation enables them to join with local, national and international actors to improve the general level of human security, resolve conflicts peacefully (through peace dialogues), promote local economic development and strengthen the relationship between the state and the people (strengthening the social contract). This helps eliminate the root causes of conflict and migration.

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<sup>24</sup> UNHCR, 2015, Somalia Donor Briefing, 16-10-2015.

In line with this context analysis for Somalia, the ARC Fund will be open for the following policy goals of the theory of change for the Security and Rule of Law policy priority. The liberated areas of central and southern Somalia are considered priority.

*Goal 1: Human security*

- 1.3 Local communities and civil society are contributing to enhanced human security and a culture of peace, independently and in coordination with responsible institutions, through inclusive mechanisms for conflict prevention and resolution.

*Goal 5: Employment*

- 5.1 NGOs, preferably in cooperation with government institutions, local and national civil society and the private sector, are increasing sustainable employment opportunities, specifically for young people and women, in a conflict-sensitive manner that promotes inclusive development, social cohesion and reduced dependence on humanitarian aid. *Priority is given to sectors on which a large part of the population depend for their income: agriculture, animal husbandry, service provision and trade.*

Applications can contain elements of the goals below (4.3, 5.2), only if they are in support of a proposal on the above stated policy goal. However, good quality proposals on the policy goals listed above (1.3, 5.1) have priority.

*Goal 4: Legitimate and capable governments*

- 4.3 Government institutions are managing domestic resources and public finances transparently and have effective mechanisms in place to reduce and prevent corruption, increasing trust between government and people.

*Goal 5: Employment and basic services*

- 5.2 (Local) government institutions, local and national civil society and the private sector are increasing equitable access to basic services in a manner that raises the legitimacy of institutions and social cohesion and strengthens society's capacity for self-organisation.

## South Sudan

The outbreak of violence in December 2013 as a result of political differences between supporters of President Kiir and Vice-President Machar showed how fragile national unity was and how intense the rivalry was between different tribes. The ongoing conflict is increasing polarisation within and between tribes. In August 2015 Mr Kiir, Mr Machar and politician Pagan Amum signed a peace agreement imposed by international stakeholders. So far, however, this agreement has not put an end to the violence that has been afflicting the country for the last two years. Moving towards lasting peace will above all demand a great deal of political will from the warring parties. The South Sudanese people should also be given opportunities to develop in a peaceful environment. Persistent pressure from the international community has proven essential to the pursuit of the peace process, because the country's political elites do not yet have sufficient capacity to keep the conflict within bounds.

At a more local level, unequal access to land and/or water and conflicts over cattle in parts of the country are causes of conflict within and between communities. As a result of a lack of effective governance, a very weak rule of law, limited access to justice systems, a profusion of weapons and a lack of well-functioning mechanisms for peaceful conflict resolution, local conflicts are increasingly leading to outbreaks of violence. In a culture of revenge, it is difficult to break the cycle of violence without tackling the root causes of conflict and strengthening social, traditional and informal institutions.

The sense of insecurity has major consequences for the South Sudanese people. It means for example that many small farmers are less able to cultivate their land. Insecurity on the roads restricts access to markets and thus discourages more large-scale commercial agriculture. Moreover, conflict, the lack of effective government and a weak rule of law are both the causes and the consequences of a lack of inclusivity and meagre economic opportunities, particularly for young and vulnerable groups. These conditions lead to a lack of prospects for the future, inadequate sources of income and declining trust in institutions that should stand above the warring parties and provide peaceful solutions to conflicts.

This situation of insecurity and conflict has led to a humanitarian disaster, with over 1.6 million IDPs and 616,000 refugees in the region<sup>25</sup> as well as over four million people subject to food insecurity. The humanitarian crisis is expected to remain a major factor in the short and medium term.

To open a path to lasting peace, it is therefore crucial to enhance stability in communities, improve inter-communal relations and make communities more resilient. In doing so, people's dependence on humanitarian aid should be reduced, and their contribution to development and economic resilience should be strengthened.

In line with the context analysis for South Sudan, the ARC Fund will be open for the following policy goals of the theory of change for the Security and Rule of Law policy priority.

### *Goal 5: Resilience*

- 5.3 Appropriate national and international actors are enhancing the ability of vulnerable communities in South Sudan to withstand the effects of conflict and/or economic shocks. *NB. Ability to withstand environmental or climate shocks thus falls outside the scope of these goals.* This is enabling communities to provide in a sustainable way for their own livelihoods and become less dependent on humanitarian aid. This process is contributing to social cohesion, peaceful conflict resolution and the creation of economic opportunities. Vulnerable groups (including women, refugees, IDPs and host communities) and young people are the

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<sup>25</sup> UNHCR, 2015, Country Operations Profile – South Sudan.

focus of special attention where appropriate.

Applications may also include elements of the following goals (1.3, 3.2, 4.1), provided they support the priority policy goal stated above. However, good quality proposals on the policy goal listed above (5.3) have priority.

*Goal 1: Human security*

- 1.3 Communities and civil society are contributing directly and sustainably to a culture of peace, independently and in coordination with responsible institutions. This is enhancing economic and other forms of security and fostering employment opportunities for vulnerable groups, young people, etc.

*Goal 3: Inclusive political processes*

- 3.2 There are effective and inclusive mechanisms, including inclusive political decision-making at local level, for reconciliation and conflict prevention, with an active role for women.

*Goal 4: Legitimate and capable government*

- 4.1 Government institutions at local level are implementing laws and policies and performing core tasks in a manner that promotes inclusive and sustainable development and peaceful conflict resolution.

## Sudan

Sudan is a country of origin, a transit country and a country of destination for refugees. Every month, more than a thousand Eritrean refugees enter the country. Most of them (approximately 80%) move on towards Europe within a month or two. That means that about 20% of Eritrean refugees do not have the resources or the will to leave Sudan. They are accommodated in one of the refugee camps in eastern Sudan.<sup>26</sup> Besides Eritreans, there are also relatively large groups of Ethiopian and Somali refugees in eastern Sudan. It is difficult for these refugees to obtain work permits. More economic opportunities in (informal) agriculture, linked to better access to value chains, could help give them better economic prospects and thus help eliminate one reason for their departure for Europe.

UNHCR has estimated that on 30 June 2014 there were 2.9 million IDPs in Darfur.<sup>27</sup> A major migration and refugee route runs from West Africa through Darfur towards the Gulf States and Europe. There is a possibility that this route will increasingly be used by Sudanese fleeing the violence and lack of prospects in Darfur. Sudan already ranks fifth as a country of origin for asylum seekers in the UK. More economic opportunities in agriculture, linked to better access to value chains, could contribute to better economic prospects for Darfuris, decreasing their need to leave for Europe. Working on community-level security can make a major contribution, giving IDPs the courage to leave the camps and build a future for themselves in Darfur, without the constant fear that violence will flare up again around them.

The Sudanese government has declared its commitment to combating human trafficking. The country has had an anti-human trafficking law since 2014. The largest groups however are not being trafficked, but smuggled. This issue is not yet openly discussed in Sudan, and there is no legal framework for dealing with it.

In line with this context analysis for Sudan, the ARC Fund will be open for the following policy goals of the theory of change for the Security and Rule of Law policy priority. The regions of eastern Sudan and Darfur are considered priority.

### *Goal 1: Human security*

- 1.3 Local communities and civil society are contributing to enhanced human security and social cohesion, independently and where possible in coordination with responsible institutions, thus eliminating a root cause of forced migration.

### *Goal 5: Resilience*

- 5.3 In situations of protracted crisis, national and international actors, possibly in coordination with the private sector, are helping vulnerable groups (including refugees, displaced persons and host communities) to enhance their resilience and build sustainable livelihoods, thus eliminating a root cause of forced migration.

Applications may also include elements of the following goal (2.2), provided they support the priority policy goals stated above. However, good quality proposals on the policy goal listed above (1.3, 5.3) have priority.

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<sup>26</sup> UNHCR, 2015, Country Operations Profile – Sudan.

<sup>27</sup> UNHCR, 2014, Sudan Factsheet, September 2014.

*Goal 2: Functioning rule of law*

- 2.2 Institutions of the legal system responsible for combating human trafficking and human smuggling perform their tasks effectively and in better coordination, respond to people's needs and account for their actions.

## Syria

Although the uprising against the regime of Bashar al-Assad in March 2011 started out peacefully, the regime's harsh response created the conditions for the present situation. Over the past five years the whole of Syria has become a battleground with a wide range of belligerents: the moderate opposition and Kurds, the regime with air support from Russia, and extremist groups such as ISIS and Jabhat al-Nusra. The conflict has great humanitarian consequences for the country's over 22 million people. Syria currently is home to 7.6 million IDPs. Another four million have fled the country.<sup>28</sup>

The humanitarian response, which started four years ago, is being organised from different 'hubs' in Syria (Damascus), Turkey (Gaziantep) and Jordan (Amman). In September 2014, the UN Security Council adopted in the form of Resolution 2165 the 'whole of Syria' approach, placing these different operations in a single framework in order to enhance efficiency, complementarity and accountability.<sup>29</sup>

Several humanitarian actors and bodies like the Syria Recovery Trust Fund already focus on reconstruction and rehabilitation activities and sustainable livelihood projects. By actively coordinating with recipient organisations, the funding that will be made available via the Addressing Root Causes Fund to address the root causes of the crisis in Syria should ensure that a duplication of efforts is avoided. The degree of sustainability, the use of long-term funding and the strengthening of existing systems – if possible in synergy with other reconstruction investments – will be key factors in assessing project proposals.

Migration as a consequence of the conflict in Syria is currently a major challenge for the region and Europe. Many young people are fleeing the region because of the conflict and the acute lack of opportunities. This has created a brain drain among the people who are most needed to rebuild Syria after the conflict. Moreover, the lack of opportunities risks driving young people to join extremist groups. Therefore it is important for these young people to regain confidence in their future. One way of making this happen is by offering them income-generating activities, so they no longer feel compelled to pursue negative survival strategies such as fleeing the country or joining armed groups.

In addition, there are tensions in Syria because of the flows of migration to relatively safer and better-supplied parts of the country, for example the densely populated neighbourhoods in Damascus, the relatively quiet areas in the north of Syria, and the coastal areas. The arrival of large groups of IDPs is heightening tensions in these places. Activities focused on improving social cohesion can alleviate these tensions.

Because of the complex situation in Syria, it is important to take account of the war economy, including the financial flows that end up in the wrong hands, smuggling (including arms smuggling), abductions and profiteering through the artificial inflation of food prices. The conflict has made consumer goods and food scarce and expensive in Syria. Shortages force the population to buy fuel on the black market, thus aiding armed groups. The regime has imposed restrictions on access to humanitarian aid, leading to profiteering in the besieged areas due to the extremely high prices of staples like bread.<sup>30</sup>

One of the most important goals for Syria, besides long-term stability, is access to basic services. Resilience and sustainable solutions for local people to provide for themselves is a key part of this. As

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<sup>28</sup> '2015 UNHCR country operations profile – the Syrian Arab Republic', <http://www.unhcr.org/cgi-bin/texis/vtx/page?page=49e486a76&submit=GO>

<sup>29</sup> 'Whole of Syria' Humanitarian Response (2015) <https://www.humanitarianresponse.info/en/operations/whole-of-syria>

<sup>30</sup> Dr Rim Turkmani, 'ISIL, JAN and the war economy in Syria', London School of Economics and Political Science, 2015. <http://www.securityintransition.org/wp-content/uploads/2015/08/ISIL-JAN-and-the-war-economy-in-Syria1.pdf>

a result of ground fighting and aerial bombardments, many basic services such as water and electrical services have been destroyed; unemployment is very high, and many people are dependent on emergency aid.

In line with this context analysis for Syria, the ARC Fund will be open for the following goals for the policy priority Security and Rule of Law, and associated country goals.

*Goal 5: Employment, basic services and resilience*

- 5.1 Administrative institutions, local and national civil society and the private sector are creating sustainable employment opportunities in a conflict-sensitive manner, working towards inclusive development and social cohesion.
- 5.2 Administrative institutions, local and national civil society and the private sector are improving equitable access to basic services in a manner that contributes to tackling the root causes of (forced) migration.
- 5.3 In situations of protracted crisis, national and international actors support vulnerable groups (including refugees, displaced persons and host communities) to enhance their resilience and build sustainable livelihoods.

Applications may also include elements of the following goal, provided they support the priority policy goals stated above. However, good quality proposals on the policy goals listed above (5.1, 5.2, 5.3) have priority.

*Goal 1: Human security*

- 1.3 Communities and civil society contribute to enhanced human security and social cohesion, independently and in coordination with responsible institutions.