

SOMALIA MARCH 2017

LOCAL INTEGRATION FOCUS: BAY REGION

DURABLE SOLUTIONS FRAMEWORK

Review of existing data and assessments to identify gaps and opportunities to inform (re)integration planning and programming for displacement affected communities

ACKNOWLEDGMENTS

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ABOUT the Regional Durable Solutions Secretariat (ReDSS)

The search for durable solutions to the protracted displacement situation in East and Horn of Africa is a key humanitarian and development concern. This is a regional/cross border issue, dynamic and with a strong political dimension which demands a multi-sectorial response that goes beyond the existing humanitarian agenda. The Regional Durable Solutions Secretariat (ReDSS) was created in March 2014 with the aim of maintaining a focused momentum and stakeholder engagement towards durable solutions for displacement affected communities. The secretariat was established following extensive consultations among NGOs in the region, identifying a wish and a vision to establish a body that can assist stakeholders in addressing durable solutions more consistently. ReDSS is managed through an Advisory Group comprising of 12 NGOs: DRC, NRC, IRC, World Vision, CARE International, Save the Children International, OXFAM, ACTED, INTERSOS, Mercy Corps, Concern Worldwide and Refugee Consortium of Kenya with IRC and DRC forming the steering committee.

The Secretariat is not an implementing agency but a coordination and information hub acting as a catalyst and agent provocateur to stimulate forward thinking and policy development on durable solutions for displacement affected communities in East and Horn of Africa. It seeks to improve joint learning and research, support advocacy and policy development, capacity development and coordination.

ABOUT ReDSS SOLUTION FRAMEWORK

ReDSS operationalized the Inter-Agency Standing Committee Framework for Durable Solutions for Internally Displaced Persons to develop the ReDSS Solutions framework, using 31 indicators organised around physical, material and legal safety to measure durable solutions achievements in a particular context. Addressing physical, material and legal safety of displaced people as a whole is critical in the search of durable solutions. The framework offers a snapshot in time to assess to what extent durable solutions for displaced populations have been achieved in a particular context. A traffic light system has been developed to assess the status of each indicator. The traffic light provides a comparative assessment of conditions between the displaced and the host community. Green indicates that a durable solution can be achieved, orange that the benchmark for a durable solution has not been met, red that the benchmark is far from being met, white that data is missing, and dotted white that some data is available but not enough to rate the indicator.

This review is part of a series aiming at piloting the ReDSS framework in different operational and policy contexts in the region, in order to test the indicators and to collect and record lessons learnt to adapt and improve it. The framework can be used as an analytical and programmatic tool and as a joint monitoring and evaluation tool to support coordination and identify gaps and needs of displacement affected communities. It provides common overall outcomes (minimum skeleton) upon which detailed activities based on the result will be developed and adapted to the local context. The objective is to improve and standardize the generation and availability of relevant data and analysis to better and more consistently operationalize joint response plans based on evidence in the search of durable solutions in East Africa. Further guidance will be developed to score and rate the indicators and to adapt the framework to different contexts.

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GLOSSARY OF KEY TERMS

Area-Based Approach

An approach that defines an area, rather than a sector or target group, as the main entry point. All stakeholders, services and needs are mapped and assessed and relevant actors mobilized and coordinated within it. (ReDSS)

Durable Solutions

A durable solution is achieved when the displaced no longer have any specific assistance and protection needs that are linked to their displacement and can enjoy their human rights without discrimination on account of their displacement. It can be achieved through return, local integration and resettlement. (IASC framework)

Early Solutions Planning

Early solutions planning encompasses steps to build the self-reliance and resilience of refugees and host communities, as well as prepare refugees for future durable solutions, in the early stages of displacement. For the purposes of this report, the timeframe for “early solutions planning” covers actions that can be taken pre-displacement, as well as during the first 3 years of an influx of refugees. (ReDSS)

Host communities

The local, regional and national governmental, social and economic structures within which refugees live. (UNHCR)

Internally Displaced Persons (IDPs)

Persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border. (Guiding Principles on Internal Displacement).

Livelihoods

A combination of the resources used and the activities undertaken in order to live. Resources include individual skills (human capital), land (natural capital), savings (financial capital), equipment (physical capital), as well as formal support groups and informal networks (social capital). (DFiD)

Local Integration

Local integration as a durable solution combines three dimensions. Firstly, it is a legal process, whereby refugees attain a wider range of rights in the host state. Secondly, it is an economic (material) process of establishing sustainable livelihoods and a standard of living comparable to the host community. Thirdly, it is a social and cultural (physical) process of adaptation and acceptance that enables the refugees to contribute to the social life of the host country and live without fear of discrimination. (Fielden/UNHCR).

Protracted Displacement Situation

Situations where the displaced “have lived in exile for more than 5 years, and when they still have no immediate prospect of finding a durable solution to their plight by means of voluntary repatriation, local integration or resettlement”. (UNHCR)

ReDSS Durable Solutions Framework

A rapid analytical tool to assess to what extent durable solutions have been achieved in a particular context. The Framework contains 31 indicators that relate to a) Physical Safety – protection, security and social cohesion/ b) Material Safety – access to basic services, access to livelihoods, restoration of housing land and property/ c) Legal Safety – access to documentation, family reunification, participation in public affairs, access to effective remedies and justice.

Refugee

A person who “owing to well-founded fear of persecution for reasons of race, religion, nationality, membership of a particular social group or political opinions, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country” (Geneva Convention relating to the Status of Refugees, Art. 1A(2), 1951)

Reintegration

The achievement of a sustainable return to country of origin i.e. the ability of returnees to secure the political, economic and social conditions to maintain their life, livelihood and dignity. (Macrae/UNHCR)

Resilience

Resilience is the ability of countries, communities and households to manage change, by maintaining or transforming living standards in the face of shocks or stresses - such as earthquakes, drought or violent conflict – without compromising their long-term prospects. (DFID)

Resettlement

The transfer of refugees from an asylum country to another State that has agreed to admit them and ultimately grant them permanent settlement. (UNHCR)

Returnee

The act or process of going back to the point of departure. This could be within the territorial boundaries of a country, as in the case of returning internally displaced persons (IDPs) and demobilized combatants; or between a host country (either transit or destination) and a country of origin, as in the case of migrant workers, refugees, asylum-seekers, and qualified nationals. There are subcategories of return which can describe the way the return is implemented, e.g. voluntary, forced, assisted and spontaneous return; as well as sub-categories which describe who is participating in the return, e.g. repatriation (for refugees). (IOM)

Self-Reliance

The social and economic ability of an individual, household or community to meet basic needs (including protection, food, water, shelter, personal safety, health and education) in a sustainable manner and with dignity. (UNHCR)

Social Cohesion

The nature and set of relationships between individuals and groups in a particular environment (horizontal social cohesion) and between those individuals and groups and the institutions that govern them in a particular environment (vertical social cohesion). Strong, positive, integrated relationships and inclusive identities are perceived as indicative of high social cohesion, whereas weak, negative or fragmented relationships and exclusive identities are taken to mean low social cohesion. Social cohesion is therefore a multi-faceted, scalar concept. (World Vision)

Transitional Solutions

A framework for transitioning displacement situations into durable solutions, requiring a partnership between humanitarian and development actors, refugees and host communities, and the participation of local actors through area-based interventions. Transitional solutions seek to enhance the self-reliance of protracted refugees, IDPs and host communities alike. (ReDSS 2015).

ACRONYMS

AMISOM	African Union Mission in Somalia
BRCiS	Building Resilient Communities in Somalia
CESCR	International Covenant on Economic, Social and Cultural Rights
CDD	Community-Driven Development
CDR	Community Driven Recovery
DAC	Displacement affected communities (returnees, IDPs and host communities)
DDG	Danish Demining Group
DRC	Danish Refugee Council
DSRSG	Deputy Special Representative of the Secretary General (RC/HC)
DTM	Displacement Tracking Matrix
FAO	Food and Agricultural Organization
FGD	Focus Group Discussion
FGS	Federal Government of Somalia
FSNAU	Food Security and Nutrition Analysis Unit
GAM	Global Acute Malnutrition
GBV	Gender-based Violence
HCT	Humanitarian Country Team
IASC	Interagency Standing Committee
ICCPR	International Covenant on Civil and Political Rights
IDP	Internally Displaced Person
IOM	International Organization for Migration
IRC	International Rescue Committee
JPLG	Joint Programme on Local Governance
JRIA	Jubbaland Refugee and Internally Displaced Person's Agency
KII	Key Informant Interview
NDP	National Development Plan
NFI	Non Food Item
NRC	Norwegian Refugee Council
PBF	Peace Building Fund
PRNM	Protection and Return Monitoring Network
ReDSS	Regional Durable Solutions Secretariat
SAM	Severe Acute Malnutrition
SomRep	Somalia Resilience Programme
SSNP	Social Safety Net Program
UN	United Nations
UNCT	UN Country Team
UDHR	Universal Declaration of Human Rights
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
WASH	Water supply, Sanitation and Hygiene

EXECUTIVE SUMMARY AND RECOMMENDATIONS

Background

This study has been taking place while a humanitarian crisis is unfolding in Somalia. This comes only six years after a devastating famine led to the death of more than a quarter of a million people – with half of them being children. After several consecutive seasons of poor rainfall, a severe drought has resulted in the death of livestock and crop failure, and the UN has warned that famine is a strong possibility in 2017. Drought turning into famine means a massive displacement crisis in the making with influx of refugees and IDPs on the top of an already dire situation with more than a 1 million IDPs and almost 1 million refugees. According to figures from the Humanitarian Country Team (HCT) *Operational Plan for Pre-Famine Scale up of Humanitarian Assistance*, “the number of people in need of assistance in Somalia has increased from five million in September 2016 to over 6.2 million in February 2017, (which is) more than half of the population in Somalia.” The United Nations High Commissioner for Refugees (UNHCR) estimates that 444,000 individuals have been displaced within Somalia due to the drought since November 2016.¹ Most of the drought-induced IDPs and the majority of returnees from Daadab are have gone to urban areas.

Since December 2014, 61,665 Somali refugees have returned home, out of which 22,351 were supported in 2017 alone (UNHCRa, 2017). Currently, 20,991 refugees are registered for voluntary repatriation (ibid). But since the announcement of the intended closure of Dadaab, the ongoing repatriation process has been fraught with challenges (ReDSS, 2017). Several human rights organisations and NGOs have described the repatriations as coercive and the conditions in south-central Somalia as not being conducive to mass refugee returns due to ongoing conflict insecurity and humanitarian conditions. Due to the existing dire conditions in the areas of return, the lack of absorption capacities and the lack of reintegration support beyond the return package, there is a high likelihood that most of the returnees will head to the already overstretched and under-resourced IDP camps across the countries.

Given these challenges, it is paramount that actors working in Somalia maximize the resources available to address the humanitarian crisis, and, at the same time, to successfully support the (re) integration of refugee returnees and long-term IDPs. The HCT Operational Plan envisages that “humanitarian assistance [should] be as close to the rural populations as feasible, to stabilize the situation in rural areas and mitigate the impact of the possible famine and minimize displacement”. The Draft National Policy on Internal Displacement envisages the need to have joint area-based plans that build into existing humanitarian and development plans in ways that address displacement affected communities’ needs through a comprehensive effort. Joint planning requires carrying out joint analysis in each district, documenting progress and challenges in order to build evidence and learning on what may be the most effective and sustainable responses.

Objective of the study

Against this backdrop, the Regional Durable Solutions Secretariat (ReDSS) has carried out analyses in Lower Juba region - with emphasis on Kismayo district, Bay region -with emphasis on Baidoa district, and Benadir region, which comprises the seventeen districts of Mogadishu, in order to operationalize (re) integration plans for displacement-affected communities. These three locations represent the main areas of return and are hosting a large population of IDPs.

The analysis of existing data for the 31 outcome level indicators of the Solutions framework provides an account of the opportunities and challenges to achieve durable solutions in the realms of physical, material and legal safety.² The ReDSS Solutions Framework is to be considered as an analytical baseline whose progress will be assessed on a regular basis to take into account a fast changing context in Somalia. This report, which follows a previous report on Lower Juba, focuses on Bay region. A parallel study has been conducted for Benadir region.

¹ UNHCR Somalia: Drought displacement in the period 1st November 2016 to 24 March 2017 (interim figures subject to review)

² ReDSS operationalized the Inter-Agency Standing Committee (IASC) Framework for Durable Solutions for IDPs to develop the ReDSS Solutions framework for displacement-affected communities.

Main findings

With regard to **physical safety**, security has generally improved in Baidoa town, but not in the rural areas in the district of Baidoa and other districts of Bay region. There are not many reported cases of incidents and violence, but IDPs are still vulnerable to violence, especially Gender-based Violence (GBV). Although informal mechanisms are in place, access to police is still uneven. IDPs and returnees do not appear to be subject to any restrictions of movements, but it appears that there are de-facto obstacles, which need to be investigated more. Although coexistence between IDPs and host communities in Baidoa appears to be positive, the current drought-induced displacement of agro-pastoralist populations within Bay region risks exacerbating the relations between IDPs and host communities as there will be more competition over scarce resources.

With regard to **material safety**, the analysis of available data shows that many of the indicators benchmarks are not being met. New data suggests that food security has deteriorated across Somalia, including Bay, and that IDPs are more insecure than the rest of the population. Recent gains on nutrition standards of IDPs may be reversed because of the drought. WASH services are concentrated in urban areas; moreover, the current drought has negatively affected access to water in rural areas. Education services are available in Baidoa, but IDPs and rural populations have less access to education. Moreover, IDPs and poor residents have generally low access to health care. The data available and consulted stakeholders suggested that housing is not adequate for IDPs, as well as for poorer returnees. Although there are mechanisms in place to reclaim lost property, IDPs and returnees may not have adequate access to these mechanisms. The mapping of interventions currently on-going in Bay region shows that the level of support provided by aid agencies may not be sufficient, especially in the current emergency context due to the current drought affecting Bay region.

With regard to **legal safety**, the analysis shows that some of the indicators' benchmarks have not been fully met. There is some evidence from other studies on Baidoa that IDPs, and returnees generally participate in community or social organizations, but their participation rate is lower than the resident population. Similarly, IDPs and refugee returnees seem to participate in public decision-making processes, but their participation rate appears to be lower than resident population. The majority of IDPs and refugee returnees do not have documents, although it seems that there has been progress and that a sizeable share of IDPs and returnees do have some form of documentation (for other indicators there is not available data for IDPs and returnees). The mapping of interventions indicates that several programmes with a long-term focus on governance, rule of law and justice are planned to scale up or expand their geographical scope in Bay region.

With regard to **data collection and information management**, similarly to the findings for the study for Lower Juba, the analysis of secondary data for Baidoa shows that there are major gaps in terms of data and assessments related to displacement specific vulnerabilities. There is a lack of systematic population tracking and profiling, although there has been some progress in this direction. In addition, most of the available data are not disaggregated per demographic groups; some data exists for IDPs, but not for returnees, and surveys of IDPs often do not look at the status of the general population besides the immediate host population that live in the proximity of IDPs settlements.

Recommendations to inform immediate reintegration needs and longer term programming

A new wave of displacement risks halting any partial progress towards the (re) integration of returnees and displaced populations. The international community and the nascent Somali institutions have now to deal with a new caseload of displacement that requires immediate life-saving support. From a durable solutions' point of view the biggest challenge for Somalis, their government and the international community and its humanitarian and development partners is to adopt policies and a *modus operandi* that can leverage on the humanitarian response to finally tackle the medium-term socio-economic dimensions of forced displacement. This report seeks to provide recommendations that can guide humanitarian and development actors to operationalize a durable solutions agenda in Somalia.

A. Adopting a joint integrated and multi sectorial programming

The previous ReDSS report on Lower Juba region recommended that:

- (i) Donors and implementing partners should adopt a displacement focus and a common Durable Solutions framework to monitor progress and challenges and gaps, and
- (ii) Humanitarian and development actors should adopt joint analyses and joint area-based planning under the lead of the government, to ensure mutual accountability and sustainability and to enhance the impact of interventions

ReDSS and its partners have started addressing some of the recommendations from the previous study. A subsequent survey carried out by a ReDSS partner adopted a displacement focus, and was able to disaggregate data for IDPs, returnees and host population, although disaggregated data for demographic group could not be further disaggregated at geographical level.

In addition, since 2016 the Government of Somalia and DSRSG/HC/RC have been spearheading the “Durable Solutions Initiative” (DSI) in collaboration with UN agencies, ReDSS, the World Bank, NGOs and the donor community. The DSI aims to provide a collective framework to harmonize durable solutions approaches and programming. The framework entails the development of area-based, multi-sectorial and multi-stakeholders plans. Under the lead of the Jubaland state administration, humanitarian and development partners agreed on a joint *area-based action plan* for Kismayo and the wider Lower Juba region. It is expected that an action plan for Bay will be developed under the leadership of the South West state administration.

However, there are other recommendations from the previous ReDSS study and the consultative process in Baidoa that have not yet been addressed. As explained below, the current severe drought emergency makes these recommendations more relevant and pressing.

B. Adopting a stronger focus on ‘early solutions’ from the onset of the emergency response

The previous ReDSS report on Lower Juba provided a set of recommendations about adopting a stronger focus on ‘early solutions’, which are still relevant. Conscious of the fact that addressing previous recommendations requires a longer timeframe than the emergency response would allow, this report offers recommendations that can be adopted already from the onset of the emergency response in order to prevent further displacement whenever still possible.

- **Improved coordination between emergency and recovery/resilience/governance interventions:** Emergency interventions that plan to engage in supporting community-based services should partner with resilience and local governance interventions to balance a protection focus with considerations about empowerment and sustainability.
- **Joint targeting and use of multi-purpose cash transfers and vouchers:** Emergency and recovery/resilience/governance interventions should adopt consistent criteria that target areas with populations at risk of displacement in order to reinforce each other. They should also make use of multi-purpose cash transfers and vouchers that simultaneously provide same beneficiaries with both emergency/life-saving support and support for community-based recovery-oriented initiatives.
- **Sharing of data between emergency and recovery/resilience/governance interventions:** Improved coordination, joint targeting and geographical convergence can be achieved only if data collected about IDPs include detailed information about the place of origin - and data about refugee returnees provide updated information of their current locations and their future intentions - and if agencies share data on their areas of interventions and target beneficiaries in a timely manner.

C. Prioritizing sectors and areas of interventions through integrated and multi sectorial programming

The recommends options that can facilitate the full reintegration of returnees in Baidoa and the integration of IPDs when return to their place of origin is not possible or desirable.

- **Donors and implementing partners should seek a social compact with the Somali business community to solve the trade-off between addressing immediate needs and addressing the root causes of poverty and exclusion:** a ‘social compact’ between the aid community and the Somali business community will encourage vendors and contractors that work in partnership with aid agencies to play a positive role in supporting affected populations.

- **Physical safety:** rule of law and security programmes interventions should be scaled up to ensure that IDPs and vulnerable refugees, especially women and children, do not suffer from crime and violence disproportionately more than the rest of the population. **Safety programmes** should prioritize interventions that can make people less vulnerable to violence.
- **Material safety:** both programmes that create access **to sustainable livelihoods opportunities** and programmes that improve **sustainable access to basic social services** should be prioritized. There is need to make short-term income generation and job creation programming more sustainable through partnership with the private sector. Programmes working on **Housing, Land and Property (HLP)** should address the legal and economic aspects of HLP as two interrelated but still different issues.
- **Legal safety:** notwithstanding the on-going emergency in Somalia, **governance programmes** should be prioritized to ensure that IDPs and vulnerable returnees are not socially and politically excluded. **Rule of law and justice programmes** should find a balance between provision of justice services and boosting capacity of IDPs and marginalized populations to access these services.

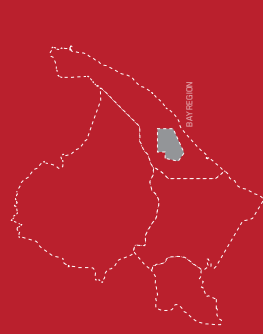
Way forward




This analysis is meant to inform the development of the Area Based Action Plan for Bay Region, under the leadership of the South West state government, as envisaged in the Draft National Policy on Internal Displacement and with support from the international community. The same analyses have been conducted for Benadir and Lower Juba.

The rating for each indicator is based on information available at the time of analysis (February and March 2017). ReDSS will update this analysis in June 2017 to reflect new data available and to review the rating of the indicators to reflect potential changes.



SOLUTIONS FRAMEWORK LOCAL INTEGRATION-RETURNEE/IDP FOCUS BAY – SOMALIA 2016/17 OVERALL RATING



 PHYSICAL SAFETY	Protection Percentage of IDPs/returnees who have suffered violent crimes or experienced safety incidents, including Sexual Gender based Violence in the last 6 months compared to resident population	Safety and Security Percentage of IDPs/returnees who do not face more discriminatory or arbitrary restriction of their freedom of movement based on their displacement or minority status compared to resident population	Percentage of IDPs/returnees with adequate access to police and judiciary, when needed, compared to the resident population	Percentage of IDPs/returnees feeling safe in their current place of residence compared to local population	Social Cohesion Percentage of IDPs/returnees who do not face any form of stigmatization (verbal violence, insults, exclusion, etc.) in their current place of residence, compared to local population	Percentage of IDPs/returnees who have adequate access to resident population where they live compared to resident population
 MATERIAL SAFETY	Adequate Standard of Living (Access to basic and social services) Percentage of IDPs/returnees with food consumption comparable to local population and as per international/national standards Prevalence of GAM/SAM among IDPs/returnees compared to resident population and as per national/international standards	Access to Livelihoods (Job creation and income generation) Percentage of IDPs/returnees who face legal or administrative obstacles to employment or economic activity compared to resident population Unemployment among returnees compared to the resident population, the situation before displacement or the national average, as appropriate	Housing, Land & Property Percentage of IDPs/returnees with adequate housing (not overcrowded housing/shelter and/or precarious structure and/or at risk of sudden eviction) in comparison to the resident population	Participation in public affairs IDPs/returnees face no legal or administrative obstacles that prevent them from voting, being elected or working in public service compared with resident population	Percentage of IDPs/returnees who have adequate access to formal education compared to resident population or national average as appropriate Percentage of IDPs/returnees with adequate access to health care compared to resident population or national average as appropriate	Percentage of IDPs/returnees who have adequate access to safety net interventions or receive remittances from abroad compared to local residents with comparable needs Poverty levels among IDPs/returnees compared to the resident population, the situation before displacement or the national average, as appropriate Percentage of IDPs/returnees who have secured right to Housing, Land and Property (with documents to prove ownership/tenancy) compared to resident population
 LEGAL SAFETY	Access to Effective Remedies & Justice Existence of accessible mechanisms that have the legal mandate and actual capacity to provide IDPs/returnees with effective remedies for violations suffered, including violations committed by non-state actors	Access to Documentation Existence and effective accessibility of mechanisms to obtain/replace documents for IDPs/returnees bearing in mind the local context	Family Reunification The number of unaccompanied and separated IDPs/returnee children for whom a best interest determination is needed but has not been conducted	Percentage of IDPs/returnees who accessed formal or informal/traditional justice mechanisms last time they needed it, compared to local population Existence of effective and accessible mechanisms to ensure access to land and/or secure tenure	Percentage of IDPs/returnees without birth certificates, national ID cards or other personal documents relevant to the local context compared to resident population or national average, as appropriate	Percentage of IDPs/returnees involved in public decision making processes, or local reconciliation/ confidence-building initiatives (e.g. local peace committees, public debates, fora, cross-community activities and others) compared to resident population Percentage of IDPs/returnees participating in community or social organizations (youth / women / environmental / sports groups and others) compared to the resident population The number of IDP/returnee children or other dependent persons who have not yet been reunited with their families relative to total displaced population size

All indicators refer to the attainment of benchmarks for a refugee / returnee in comparison to the host community

- The indicator is well on the way to being achieved
- Some obstacles exist and the indicator has not been fully met
- The indicator is far from met
- Data unavailable
- Incomplete data exists

The Regional Durable Solutions Secretariat (ReDSS) operationalized the IASC Framework for Durable Solutions for IDPs to develop the ReDSS Solutions Framework for displacement affected communities. It comprises the 8 IASC criteria using 31 IASC indicators organized around physical, material and legal safety to measure durable solutions achievements in a particular context. The framework analysis serves as an evidence base to enable relevant stakeholders to work more effectively and consistently in the search and realization of durable solutions. This info graphic offers a snapshot in time to assess to what extent local integration for returnees and IDPs in Somalia have been achieved.

INTRODUCTION

This study has been taking place while a humanitarian crisis is unfolding in Somalia. This comes only six years after a devastating famine led to the death of more than a quarter of a million people – with half of them being children. After several consecutive seasons of poor rainfall, a severe drought has resulted in the death of livestock and crop failure, and the UN has warned that famine is a strong possibility in 2017.

According to figures from the *Operational Plan for Pre-Famine Scale up of Humanitarian Assistance*, “the number of people in need of assistance in Somalia has increased from five million in September 2016 to over 6.2 million in February 2017, (which is) more than half of the population in Somalia” (HCT 2017). This includes a drastic increase in the number of people in ‘crisis’ and ‘emergency’ from 1.1 million six months ago to nearly 3 million projected for February to June 2017. 65 per cent (1,883,000) are in rural areas, 18 per cent (529,000) are in urban areas and 17 per cent (500,000) are internally displaced (*ibid.*). Over 3.3 million are categorized as ‘stressed’ in IPC Phase 2 (*ibid.*).

The United Nations High Commissioner for Refugees (UNHCR) estimates that 444,000 individuals have been displaced in Somalia due to drought since November 2016.³ According to UNHCR provisional figures, from 1 to 24 March 2017, 50,000 individuals moved to Baidoa (*ibid.*). Prior to the crisis, it was estimated that there were 1.1 million IDPs in Somalia, of which 369,000 were in Benadir, 40,000 in Bay and another 31,000 in Lower Juba (UNHCR 2016f, based on figures from 2011). Furthermore, since December 2014, 61,665 Somali refugees have returned home, including 22,351 in 2017 alone (UNHCRa, 2017). Currently, 20,991 refugees are registered for voluntary repatriation.

UNLOCKING SOLUTIONS FOR REFUGEES RETURN AND DISPLACEMENT AFFECTED COMMUNITIES

In 2017, the continued return of refugees to Somalia, coupled with the increased number of IDPs within Somalia, will continue to test the limited absorption capacity of host communities. As it did in 2016, it will continue to put stress on the limited access to basic services, shelter and livelihoods opportunities and will exacerbate protection concerns, and social cohesion between communities.

Discussing durable solutions in a context of renewed mass displacement may be seen untimely, as this new wave of displacement hinders the integration process of those refugees who have recently returned to Somalia and the 1.1 million people who were already internally displaced before the crisis. In fact, this should not be the case. Despite the on-going emergency, the return process can be made successful if the emergency response and the development efforts find a way to reinforce each other.

This report, as well as the parallel report for Benadir region, argues that the international community, while responding to the on-going humanitarian crisis, should not overlook the long-term consequences that derive from how aid is delivered to displacement affected communities. The report suggests that emergency interventions should adopt a durable solutions’ angle when delivering their relief. First, this means that the aid agencies need to recognize that the design of their interventions should be different depending on whether they are operating in areas that ‘send’ IDPs or in areas that ‘receive’ IDPs. The recommendations of the report for Bay region, which is both ‘sending’ and ‘receiving’ IDPs, will be different from the recommendations for Benadir region which is receiving IDPs. Furthermore, aid agencies should recognize that the long-term goal of building self-reliance, resilience, and improving governance, is not in opposition with the short-term goal of saving lives and meeting immediate needs. This report argues that it is possible to concomitantly carry out life-saving and resilience-building activities that can target the same populations.

³ UNHCR Somalia: Drought displacement in the period 1st November 2016 to 24 March 2017 (interim figures subject to review)

With regard to the reintegration of refugee returnees, it is possible that the current drought will affect the re-integration pattern of those refugees who recently left Dadaab to return to Bay, and the decision of those who in 2016 expressed their intention to return but are now pondering whether returning to Bay would be the right decision.⁴ Agro-pastoralist refugees who may not deem it possible to re-engage in farming and livestock rearing in their rural areas of origin because of the on-going drought may still decide to temporarily settle in Baidoa, where they can access some limited services and some livelihoods opportunities. The risk that destitute returnees will join the already large number of IDPs in the outskirts of the city is high. The outcome of this situation will depend on whether the federal government and the member states, the Somali civil society and business community, and the international community will be able to unlock effective solutions for refugee returnees and displacement-affected communities.

The “*New York Declaration for Refugees and Migrants*”, adopted on 19 September 2016 by the UN General Assembly, and the resulting UNHCR-led Comprehensive Refugee Response Framework (CRRF), provides not only a framework but also an imperative to overcome the old views of refugees and migrants as burdens to societies. The Declaration urges governments to come up with fresh and more realistic views of refugees and migrants as active contributors to development and welfare of the societies that host them. In Somalia, there is need to go beyond anecdotes and to better understand the return process, on the one side, and the displacement phenomenon, on the other side. While the immediate needs of refugee returnees and IDPs should not be overlooked, there is need to go beyond the analysis of gaps and obstacles and put emphasis on long-term solutions that entail better and more inclusive government institutions. Most IDPs, as well as refugees who left Somalia in 2011 belong to specific clans that have been historically marginalized.⁵ The political dimension of the displacement phenomenon in Somalia has to be addressed.

Twelve areas of possible return in South Central Somalia for Somali refugees have been identified (UNHCR 2016d and 2016i). Among these twelve areas, three regions, namely Lower Juba (Kismayo), Benadir (Mogadishu) and Bay (Baidoa), were expected to receive the highest number of returnees. Finding solutions requires carrying out joint analyses that can document progress and challenges in each of these areas in order to build evidence and learning on what may be the most effective and sustainable responses. These ‘solutions’ analyses will, in turn, contribute to inform planning by identifying and prioritizing ‘immediate’ (re) integration needs for displacement-affected communities.⁶

Against this backdrop, the Regional Durable Solutions Secretariat (ReDSS) has carried out Solutions analyses in Lower Juba region, with emphasis on Kismayo district, Bay region, with emphasis on Baidoa district, and Benadir region, which comprises the seventeen districts of Mogadishu, in order to operationalize (re) integration plans for displacement affected communities. These three locations represent the main areas of refugee return and are hosting large population of IDPs.

Specifically, this joint analysis will inform the development of an Area Based Action Plan for Bay region, under the leadership of the South West state government, as envisaged in the Draft National Policy on Internal Displacement. The joint analysis and the following action plan will contribute to inform medium to long-term sectorial priorities for development programming that will complement humanitarian interventions. This planning effort, however, is not necessarily about starting new plans. It is rather about building into existing humanitarian and development plans in a way that displacement affected communities’ needs and obstacles are addressed through a comprehensive effort. This can be achieved by involving development actors from the on-set of the emergency response for drought-affected populations, on the one side, and from the start of the return process, on the other side.

This study was supported by the United Nations Office of the DSRSG/HC/RC who facilitated consultation with and access to data from the Clusters and UN Agencies, and promoted a joint approach in view of supporting

4 It has to be noted the different profile of the returnee caseload, e.g. pastoralist or not, which is largely a reflection of the period of displacement. The majority of those returning now were displaced in 2011 and are pastoralists. Those displaced in 1991 are more likely to be urbanised - they also have acquired skills in Dadaab - and are less likely to return than the former group.

5 A preliminary draft of the conflict analysis being carried out on behalf of the Danish Demining Group by Ken Menkhaus, a prominent scholar who has extensively researched on Somalia, points out that most of the returning refugees are members of the Digle-Mirifle clan or are Somali Bantu, both socially and politically weak groups. The analysis highlights that “in Somalia, IDP is code for a Somali from a low status group who is living in a city dominated by a more powerful clan and who is poor and squatting or renting in a slum” and that “they retain the label of IDP even if they have resided in the city for 20 or more years, as some have.” The draft points out that “destitute Somalis from higher status clans are never considered IDPs” as “this is a label carried mainly by the Digle-Mirifle and Somali Bantu” (unpublished draft).

6 The term “displacement-affected communities” refers to both returnees, IDPs and host communities.

the development of Area Based Action Plans at state level. Collective durable solutions Action Plans are part of a broader attempt, by the international community and the office of the DSRSG/HC/RC to develop an integrated and collective approach to durable solutions in Somalia under the leadership of the government in order to support the implementation of the displacement pillar of the National Development Plan.

A LOCAL FOCUS: BAY REGION

POPULATION DEMOGRAPHIC

Bay region is part of the South West state of Somalia, which is controlled by the Interim South West Administration (other regions of the South West state are Bakool and Lower Shabelle). According to the demarcation of 1991, Bay consists of five districts: Baidoa, Dinsor, Qansahdhere, Burhakaba and Berdalle. The capital of Bay is Baidoa, which is also the capital of South West state.

UNFPA Population Estimation Survey of Somalia estimates that Bay region has a total population of 792,182, of which 93,046 live in urban areas, 463,330 live in rural areas, 195,986 are classified as nomads, and 39,820 are classified as IDPs (UNFPA 2014).

With regard to the more recent internal displacement induced by the drought, as of 22 January 2017, the Protection and Return Monitoring Network (PRMN) recorded more than 7,000 arrivals in Baidoa of IDPs that have “covered the distance on foot, in donkey carts and trucks” (UNHCR 2017b). According to PRMN, “most of these households (800) have joined IDP settlements in Baidoa including Kormari, Hanano 2, Alla Weyn, Salaamey Idaale, Idaale 1, and Alla Amin (*ibid.*) “Eighty per cent (80%) of the newly displaced households originate from villages in the Bay region”. PRMN provides accounts of “reports from the field [that] indicate that drought coupled with heavy “taxation” by Al-Shabaab had led to significant displacement in many parts of Bay region especially Dinsoor and Qansahdhere” (*ibid.*). PRMN points out that “Qansahdhere and Dinsoor districts remain effectively isolated by Al- Shabaab with few goods going in or out of the two districts” (*ibid.*).

With regard to the return of refugees, it has to be noted that the overall trend expounded in the section above presents regional variations. Of the 4,124 refugees that have left Kenya in January 2017, 3,800, that is over 92%, declared that they will go back to Kismayo, Lower Juba, and 324, that is less than 8%, will go back to Bay, Baidoa (UNHCR 2017a). According to the final report of the Population Fixing Exercise conducted in Dadaab from 4 July to 10 August 2016, 69,532 Somali refugees have indicated their willingness to return to Somalia, which represents 26% of the total number of Somalis (269,663 individuals) residing in the Dadaab refugee camps (UNHCR 2016a). The majority of them (61%) indicated their intention to return to Lower Juba region - of which 39,723 intend to return to Kismayo, 17% intended to return to Bay region - of which 11,022 intend to return to Baidoa, 9% intended to return to Middle Juba, another 9% to Benadir (9%) - of which 5,953 intend to return to Mogadishu, 4% to Gedo, and 1% to other areas (1%) (*ibid.*). While the figures of January confirm that the group from Kismayo is still the most numerous, with the group from Baidoa still in the second place, a closer look show that refugees from Baidoa appear to be less willing to leave Dadaab in 2017 than refugees from Kismayo, when compared to August 2016 (though this is not to say that refugees from Baidoa are now less willing to leave than they were 7 months ago).

Cumulative data for 2017 on the total number of both refugees and IDPs that have returned to Bay was not available at the time of the writing of the report. Data of last April from PRMN showed that the total number of refugee returnees in Bay was 5,001, whereas IDP returnees were 14,038 (UNHCR 2016l).

CAUSES OF DISPLACEMENT

As was the case during the 1991 and 2011-12 famines, Bay and Bakool regions are particularly hard hit, “with 42 and 47 per cent of the population in Crisis or Emergency, accounting for more than 500,000 of the 2.9 million in crisis and emergency” (HCT 2017). The *Somalia Operational Plan for Pre-Famine Scale up of Humanitarian Assistance* highlights that the vast majority of population in Crisis or Emergency, 84 per cent (421,000), live “in rural areas and will potentially start moving towards urban areas as the situation deteriorates, joining existing settlements for IDPs” (*ibid.*).

Most of current displacement originates in rural areas. The *Operational Plan* reports that “most of the [displaced] families have joined existing settlements for internally displaced in Baidoa” (*ibid.*). The *Operational Plan* foresees that as the situation continues to deteriorate, “increasing numbers of people from rural areas will move to urban centres and join settlements for the internally displaced”.

Most of stakeholders agree that the current drought is a trigger for displacement not the root cause. An appraisal of resilience of IDPs Mogadishu of 2015 acknowledges the stream of literature that attributes internal displacement to two main causes: environmental factors and conflict. With regard to environmental factors, the underlying causes of environmentally induced internal displacement have been further categorized into natural factors and human factors (Mohamed et al. 2015). Natural factors are: climatic variability, fragmented and degraded ecological base, proximity to areas prone to natural hazards such as floods and cyclical drought. Human factors are: overdependence on climate-sensitive livelihood strategies, lack of early warning and forecasting mechanisms such as weather stations, flimsy social cultural bonds, weak governance systems and social and income inequalities (*ibid.*). With regard to conflict-induced displacement, most of the factors are at play in Somalia: combination of internal fighting and direct foreign military intervention, exclusionary clan-based politics, state collapse, economic decline, resource control disputes, unemployment, and availability of arms, illiteracy, inadequate mediation and inappropriate humanitarian assistance (*ibid.*)

However, there is little understanding on how different factors, vulnerability on the one side, and resilience on the other side, interplay. Often, only anecdotal evidence is available. For example, the *Operational Plan* has reported that “in some cases, families split up and let children and women move to towns, while men stay behind with the remaining animals” and that “in other cases, pre-emptive movement is done by the strongest family members, leaving behind young children, women and the elderly”. It seems that two opposite coping mechanisms are used by under-stress families, but it is not clear whether the use of one coping mechanism instead of another can be attributed to specific socio-economic characteristics of the families.

Moreover, while there is sufficient clarity on the ‘receiving side’ (DTM and PRMN provide detailed figures on the number of IDPs that have joined specific towns or IDP camps), there is not sufficient clarity on the corresponding ‘sending’ side. At time of the analysis, there were no detailed figures about the districts and villages that are ‘sending’ more IDPs (some figures on districts of origin were subsequently made available and will be analysed in the upcoming updates.) For example, it is known from DTM figures that 1,500 households from Bay and Bakool regions have left for Luuq in Gedo region, and that 1,700 household have left Gedo, Bay and Bakool regions to go to Doolow in Gedo (IOM 2017). However, Gedo, Bakool and Bay are different regions, each of them with many districts and hundreds of villages. The clans and families that inhabit these districts have different coping mechanisms and present different levels of vulnerability and resilience. Although drought is affecting equally all these districts, it is very likely that the extent of the displacement is different in each of these districts. There is need to have a more nuanced analysis of the ‘sending’ areas to shed more light on the exact causes of displacement.

THE RESPONSE TO DISPLACEMENT

Populations from clans that are not properly represented in the political settlement and national and regional politics appear to be disproportionately more affected than other populations from stronger clans. Humanitarian agencies view their emergency response as being above politics, and, especially, clan politics, because of their humanitarian principles of impartiality and neutrality. They point out that addressing issues of political and socio-economic exclusion is under the scope of governance-oriented interventions. While development and governance-oriented interventions that address underlying conflict-related issues remain outside the scope of an emergency response; it is important to note that a non-conflict sensitive emergency response may even exacerbate the underlying factors leading to conflict and displacement.

With this regard, the planned response for 2017 offers some reasons for being optimistic. First, the *Operational Plan* has adopted a two-pronged approach. The first part of the approach acknowledges that humanitarian assistance should be delivered as close to the rural population as feasible, “to stabilize the situation in rural areas and mitigate the impact of the possible famine and minimize displacement” (HCT 2017). The other part of the approach will aim at “enhancing the response capacity in larger hubs throughout the interior to meet needs of newly displaced due to drought and other vulnerable groups” (*ibid.*).

From a displacement angle, the first approach is preferable to the second, since it will reduce ‘pull’ factors, such as movements of people that cluster in IDPs settlements to get access to food and basic services but would also stay in their areas of origin if they had access to food and services close to where they live. Humanitarian agencies ought to use the first modality as often as possible and resort to hubs when it is clearly impossible to support drought-affected populations in their areas of origin. “[Building] on the extensive drought response implemented since late 2015”, the response envisages “prioritization of cash-based programmes and enhanced coordination with national and state-level structures and other partners, underpinned by a continued focus on strong risk management”(ibid.). The response envisages outreach services, for example, mobile health clinics “scaled up in priority areas, to provide services as close as possible to where the most vulnerable are”(ibid.).

Cash based assistance will be one of the main response modalities used in the drought response in Somalia. In the Operational Plan, the Humanitarian Country Team emphasizes that “most humanitarian partners are already engaged in and are now prioritizing cash assistance through [WFP] SCOPE system or mobile banking, in order to scale up assistance timely and to reach remote areas more easily” (ibid.). It adds that under the food security sector, “at least fifty per cent of the assistance will be in the form of cash or vouchers in places where markets are functioning, playing a stabilizing role on local markets by maintaining the demand from existing retailers” (ibid.). The response envisages the use of cash based water vouchers, where applicable, and the expansion of multi-purpose cash.

The use of voucher- or cash-based assistance in remote areas, which reduces the incentives for people to move, presents an opportunity for reliance and development interventions to scale up their interventions in rural areas. If the emergency response is timely and adequate enough, it will ensure that people can continue investing in their long term development as they not have to resort to negative coping strategies to meet their immediate needs.

The analysis provided in the following sections gives an account of the current situation at the on-set of the crisis, which can be used a baseline to ascertain the effectiveness of the response when the crisis will be over. The analysis also provides insights and suggestions for better synergies between the emergency response and the development/governance efforts.

OBJECTIVE AND RATIONALE

The main aim of the study is to inform a joint analysis to operationalize (re)integration evidence-based plans for displacement affected communities for Bay region, with a particular emphasis on Baidoa district.

The study entails a review of existing data and assessments in order to identify gaps and opportunities experienced by Somali returnees, IDPS, and the communities that host them vis-à-vis the rest of the population. It uses a displacement focus and adopts a “Solutions” framework, which comprises a commonly agreed set of Solutions indicators (see section below on methodology). Specifically, the study seeks to answer the following questions:

- What are the differential risk profiles of returnees and IDPs?
- What is the current legal, political and economic context around displacement in areas of return? What is the perception and engagement of host communities?
- What are the reintegration options in places of origin? What are the risks and opportunities in the areas of return?
- How to best collectively support and invest in solutions planning and programming at all level, including in urban areas? What are the different roles and responsibilities of the different stakeholders?
- How to develop a system that can standardize the generation and availability of relevant ‘solutions’ data and analysis? How to address current knowledge gaps, which includes further analysis/studies that might be required?

This report is one part of the study. It follows a previous report in Lower Juba of last November. The evidence and recommendations of the report for Lower Juba informed the drafting of the Area-Based Action Plan for Lower Juba. Another report has also been prepared for Benadir region (Mogadishu). It is expected that the evidence and recommendations provided in the reports for Bay and Benadir will then help stakeholders such as the Federal Government of Somalia (FGS), the government of South-West state and the Benadir Regional Administration, donor countries, UN agencies and international and local NGOs, to operationalize their (re)-integration plans for Bay and Benadir regions.

The study will also entail a further review of data and assessments in the course of the second quarter of 2017. It is acknowledged that the on-going drought will dramatically affect the patterns of return and displacement in general. It is still unclear whether the drought will have positive or negative consequences on the security situation in the country. It may be that conflicting parties decide to ease their stance towards each other to allow humanitarian agencies to reach areas in need. But it may also be that scarcity of water and pasture will exacerbate old conflicts between clans and families. Baidoa, Kismayo, and Mogadishu are still relatively safe, but many villages outside these cities are not. Returnees who are originally from rural areas are likely to stay in the city, as their livelihood opportunities in the rural areas are very limited. The poorest among refugee returnees are likely to move to IDP camps. If security improves in rural villages, it is possible that some returnees will go back to their area of origin, providing that their areas will receive sufficient rainfall during the *Gu* rainy season of April-June (Preliminary forecasts indicate that below average to near average rainfall is expected to prevail across most parts of Somalia during the forthcoming *Gu* season). On the other side, if the security situation deteriorates, and rains continue to be below average, it can be expected that returnees, as well as IDPs, will cluster in the few relative safe areas of these regions where aid agencies can provide support. Depending on which scenario will emerge, policy prescriptions and programming will be different. The continuous change of context requires a constant update of analyses based on newer data.

METHODOLOGY

The study uses the ReDSS Solutions framework, which was adapted to the context of Somalia. ReDSS operationalized the Inter-Agency Standing Committee (IASC) Framework for Durable Solutions for IDPs to develop the ReDSS Solutions framework for displacement-affected communities. The ReDSS Solutions framework is a rapid analytical tool that offers a snapshot in time to assess to what extent durable solutions for displaced populations have been achieved in a particular context. ReDSS acknowledges that the three solutions (voluntary repatriation, local integration or resettlement elsewhere) are processes to achieve integration.

The Solutions framework for Somalia looks at physical, material and legal safety of the displaced populations in comparison to the host communities. It comprises the 8 IASC criteria with 31 outcomes indicators that are organized around physical safety, material safety and legal safety, namely (i) Safety and Security, including protection and social cohesion; (ii) Adequate Standard of Living, meaning access to basic and social services; (iii) Access to Livelihoods, relative to income generation and job creation; (iv) Housing, Land & Property; (v) Access to Effective Remedies and Justice; (vi) Participation in Public Affairs; (vii) Access to Documentation and (viii) Family Reunification.

The ReDSS Solution Framework aims at ascertaining (i) the status and conditions of IDPs and returnees vis-à-vis the host population, (ii) the status and conditions of IDPs and returnees vis-à-vis national or international humanitarian standards; (iii) the status and conditions of communities affected by displacement vis-à-vis communities not affected by displacement. The indicators are meant to be disaggregated by age, gender, and demographic groups (returnees, IDPs, host communities), when disaggregated data is available.

The Solution framework uses a traffic light system in order to assess the status of each indicator and to provide a comparative assessment of conditions between the displaced and the host communities.

The report entailed a review of relevant literature, a mapping of existing interventions,⁷ a review and analysis of secondary data collected by government agencies, UN agencies, clusters and NGOs operating in Bay region. Validation workshops were organised with governments, NGOs and clusters, UN agencies and humanitarian and development donors to discuss key findings and recommendations and agree on a joint analysis to inform our collective way forward.

PARTICIPATORY PROCESS AND CONSENSUS BUILDING APPROACH

The objective of the consensus building and participatory approach is to reach a consensus on the analysis in order to collectively agree on gaps and priorities. Two consultation workshops were held in Baidoa on 17 and 18 January 2017. Active involvement and consultations with representatives from government at both state and district level, NGOs, UN agencies, cluster coordinators and donors have been critical to inform the joint analysis. The consultations were followed by an extensive validation process.

RATING PROCESS

The study aims to capture the current status of each indicator on the basis of based on available data and the presence of interventions on the ground that aim to mitigate negative factors or bring positive changes.

An indicator is marked green if displaced persons (IDPs or refugee returnees) experience a situation, or status, that is as good as the situation of persons living in host communities, and is also above the specific standard for that indicator. An indicator is marked orange if displaced persons experience a situation that is above the specific standard for that indicator but is lower than the situation of persons living in host communities, or if displaced persons experience a situation that is as good as the one of persons living in host communities but is below the specific standard for that indicator. An indicator is marked red if displaced persons experience a situation that is both worse than situations experienced by persons living in host communities, and below the specific standard for that indicator. In case of mixed situation, for example a difference between rural and urban contexts, or in case when an external intervention is mitigating a negative situation, an indicator is marked red/orange or orange/green. Where data is not available, an indicator is marked white, and when data is not sufficient an indicator is marked white dotted lines.

This process entailed separate ratings for resident population, IDPs and returnees on the basis of available data. The rating was then repeated on the basis of the mapping of current interventions in Bay. It was finally concluded based on feedback from the consultation workshop in Baidoa, and on feedback from the subsequent validation exercise.

PROJECTIONS AND FOLLOW UP IN THE SECOND QUARTER OF 2017

The analysis included a projection of the indicators in mid-2017 on the basis of upcoming funding and planned interventions, including the emergency response, assuming that agencies are able to provide support near the areas of origin, displacement remain manageable, and current government policies remain unchanged.

A projection indicator retains the same rating as the current status, if there is not any plan to scale up interventions vis-à-vis the same indicator, and that the situation is likely to remain unchanged. A projection indicator adopts a shading that reflects a possible improvement of its rating, if there are plans to scale up interventions vis-à-vis the indicator, and/or if the situation is likely to improve (for example, if a status indicator was orange, a projection indicator has been marked as 'orange-turning-into-green' or as 'red-turning-into-orange'). A projection indicator adopts a shading that reflects a possible worsening of its rating, if the current interventions vis-à-vis a particular indicator are likely to diminish in scope in 2017 without a corresponding improvement (for example, if a status indicator was orange, a projection indicator has been marked as 'red-turning-into-orange').

The rating for each indicator is based on information available at the time of the review. However, it is expected that new data will be available in the course of 2017. The rating will be reviewed and updated in the first half of 2017 to reflect newly available information. The Solutions framework is to be considered as an analytical baseline, whose progress will be assessed on a regular basis.

⁷ The mapping exercise used information provided by agencies in Baidoa, data from the UN Office for Coordination of Humanitarian Affairs (who, what, where matrix), data from the UN-led aid tracking system, and a concurrent mapping exercise (UNDP 2016).

CHALLENGES AND LIMITATIONS

The study relied primarily on review and analysis of data collected by aid agencies operating on the ground. The main sources of data were the UNHCR-led Protection and Return Monitoring Network (PRMN); the IOM Displacement Tracking Matrix (DTM), the Food Security and Nutrition Analysis Unit (FSNAU), a project of the Food and Agricultural Organization, assessments carried out by the Shelter Cluster, and various assessments carried out by a number of aid agencies and government departments. This approach has particular benefits in terms of cost effectiveness (there was no need for ReDSS to allocate financial resource for data collection) and ownership (it is expected that the organizations will own the analysis of this study as they already own the data that has been used for the analysis). However, this approach presents three main limitations.

First, the approach required the aggregation of data that was collected by different agencies, which often adopt their own definitions of indicators and baselines in order to cater for their programming needs. While the study acknowledges that the harmonization of the various indicators under a Solutions Framework used by different stakeholders is critical, it also recognizes that it was not possible to reach an agreement between stakeholders within the timeframe of the first three reports.

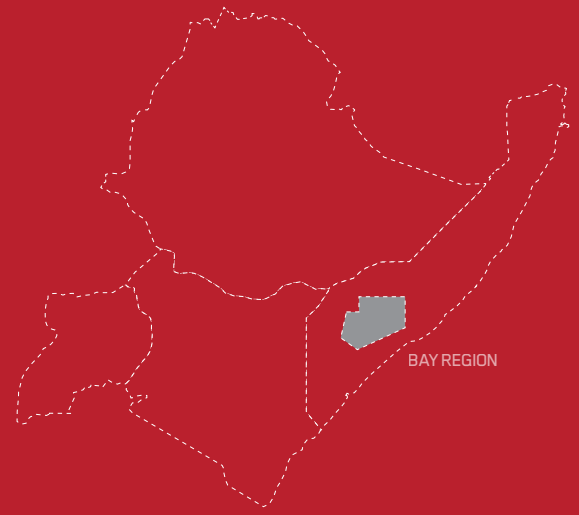
To overcome the problem, the study introduced a set of commonly agreed benchmarks (i.e. comparison to resident population and comparison to national or international standards, when applicable) in order to provide a higher level of objectivity in the interpretation of data collected by agencies. Despite the adoption of this simplified approach, it was not possible to do a proper analysis for 18 of the 31 indicators because data was not available or because it was only partially available. (The report for Kismayo had 14 unrated indicators and the report for Mogadishu had only 8, which suggests that there is less available data for Bay in comparison to the other two areas).

Second, most of the available information was in the form of needs assessments conducted by individual agencies, which either did not have a displacement focus or focused on a specific beneficiaries target group, either IDPs or refugee returnees (information on IDP returnees is very limited, which means that the analysis refers mainly to refugee returnees). This limitation could have been overcome by using household surveys that include a representative sample of the population at large. Providing that the sample is adequate, household surveys allow for comparison between different regions and populations groups. The drawback of this approach is that the methodology for these surveys (i.e. sampling methods and questionnaires) has to be agreed by all organizations working on durable solutions in Somalia. Reaching such a consensus within the time frame of this report was not deemed possible.

Lastly, most of the available data refers to urban populations. This is in part because agencies carrying out the surveys have limited capacity to access rural populations due to security constraints; but it also due to fact that available studies have a focus on IDPs, who tend to cluster in urban areas. This limitation is not particularly relevant to the report for Mogadishu, but it has at times resulted in lack of clarity on the scope of the analyses for Lower Juba and Bay regions, which were meant to focus both on urban and rural areas, but were just able to analyse urban areas.

It is expected that these limitations will be addressed when there will be longitudinal household surveys available that will include a representative sample of both urban and rural populations and will be able to disaggregate by different demographic groups, namely IDPs, IDP returnees, refugee returnees, as well as minority clans (in addition to disaggregation by age and gender). World Bank is conducting high frequency surveys in south central Somalia (it previously conducted a household survey in Somaliland). Preliminary findings have been recently made available and have been included in this report. Further data will be included in the Solutions framework updating exercise that ReDSS will carry out in the course of 2017.

SOLUTIONS FRAMEWORK
BAY REGION, SOMALIA 2017



PHYSICAL SAFETY



Protection

Percentage of IDPs/returnees who have suffered violent crimes or experienced safety incidents, including Sexual Gender based Violence in the last 6 months compared to resident population

Percentage of IDPs/returnees who do not face more discriminatory or arbitrary restriction of their freedom of movement based on their displacement or minority status compared to resident population



Safety and Security

Percentage of IDPs/returnees who have adequate access to police and judiciary, when needed, compared to the resident population

Percentage of IDPs/returnees feeling safe in their current place of residence compared to local population








Social Cohesion

Percentage of IDPs/returnees who do not face any form of stigmatization (verbal violence, insults, exclusion, etc.) in their current place of residence, compared to local population

Percentage of IDPs/returnees feeling they are accepted in the community where they live compared to resident population

All indicators refer to the attainment of benchmarks for a refugee / returnee in comparison to the host community

-  The indicator is well on the way to being achieved
-  Some obstacles exist and the indicator has not been fully met

-  The indicator is far from met
-  Data unavailable
-  Incomplete data exists

PHYSICAL SAFETY

Analysis

The sections below provide a detailed analysis for each set of indicator, namely protection, safety and security and social cohesion. The indicator analysis shows that there are obstacles to achieve durable solutions in the realm of physical safety. Some of the indicators have not been fully met. For other indicators there is not available or sufficient data for IDPs and returnees.

Security has generally improved in Baidoa town, but not in the rural areas in the district of Baidoa and other districts of Bay region. However, IDPs are still vulnerable to violence, especially GBV. Access to police is uneven, although informal mechanisms are in place. IDPs and returnees do not appear to be subject to any restrictions of movements; however it seems that there are de-facto obstacles, which need to be investigated more. Coexistence between IDPs and host communities in Baidoa appears to be positive. However, the current drought-induced displacement of agro-pastoralist populations within Bay region risks exacerbating the relations between IDPs and host communities as there will be more competition over scarce resources.

Limitations

No or partial quantitative data was available for the following indicators:

- Percentage of IDPs/returnees who do not face more discriminatory or arbitrary restriction of their freedom of movement based on their displacement or minority compared to resident population
- Percentage of IDPs/returnees who do not face any form of stigmatization (verbal violence, insults, exclusion, etc.) in their current place of residence, compared to local population
- Percentage of IDPs/returnees feeling they are accepted in the community where they live compared to resident population

Gaps and Obstacles

A likely scenario for 2017 is that there may be some limited improvements in some areas but also further deterioration in other areas. The consequences of the current drought may negatively affect the attainment of the indicators under physical safety. As the international community is focused on the drought response, there is a high risk that development-oriented interventions aimed at building the capacity of the South West state administration and of district authorities in terms of rule of law and security may receive less attention and funding. Moreover, there is a high risk that aid agencies, seeking prompt and timely assistance to displaced populations will neglect important conflict analyses that would allow them to provide aid without creating tensions between competing groups.

Opportunities to inform immediate reintegration needs and longer term programming

Notwithstanding the current state of emergency in Somalia, interventions that have a strong focus on security and rule of law should still be scaled up, because they will make it possible for the government to take more responsibilities in addressing displacement-related issues, for example by facilitating access of NGOs and UN agencies to remote areas particularly hit by the drought.

The National Development Plan (NDP) of the Federal Government of Somalia (FGS) adopted a focus on displacement and has a dedicated chapter on reintegration of the displaced and returnees (FGS 2016a). Implementing agencies should adopt a displacement focus in data collection and in their operations.

PROTECTION

Indicator 1: *Percentage of IDPs/returnees who have suffered violent crimes or experienced safety incidents, including Sexual Gender based Violence in the last 6 months compared to resident population*

Overall Rating and standard(s): Indicator is rated red/orange. The situation is mixed. Assessments suggest that the security situation has improved in Baidoa (although this improvement is mainly confined to Baidoa town). Other reports point out that IDPs are still vulnerable to violence, especially GBV. It has to be noted there is no disaggregated data on returnees; here it is assumed that returnees are equally affected as other population groups, but vulnerable returnees as affected as IDPs.

Applicable standards for rating: Sphere Handbook Protection Principle 3: “Protect people from physical and psychological harm arising from violence and coercion”.

Analysis: Recent assessments confirm that the security situation has overall improved.⁸ Baidoa town is relatively secure and a functional regional administration in place. However, the security situation still remains volatile. Al-Shabaab maintains the capability to undertake frequent hit-and-run attacks against political and military targets in Baidoa and in other towns in Bay region. Civilians are often casualties during such attacks. Main roads to and from Baidoa, Mogadishu and Luuq have been secured in the recent months. There are however, sporadic incidents of IEDs/ambushes against Somali National Army and AMISOM.

Despite these improvements, Bay residents appear to be still affected by violence. PRMN recorded 76 cases of incidents and violations in August and 56 cases in September (with 83 cases in June and 11 cases in July) (UNHCR, 2016e). With regard to gender-based violence (GBV),⁹ the Human Rights Council reported that trends in GBV continue to be a major protection concern in Somalia. (HRC 2016). On a positive note, a report of the Somalia gender based violence sub-cluster indicated that cases of GBV have dropped by 21% in the first quarter of 2016 compared to the last quarter in 2015 (Somalia Gender Based Violence Sub-Cluster 2016). The decrease could be attributed to the improvements in community education, mobilization, access and utilization of the available comprehensive GBV services and facilities in the urban areas of the country (*ibid.*). Consulted stakeholders in Baidoa reported cases of GBV against IDP women, and felt that IDPs, as well as poor returnees leaving in IDP settlements, are still likely to be victim of violent crimes or experience safety incidents.

Indicator 2: *Percentage of IDPs/returnees who do not face more discriminatory or arbitrary restriction of their freedom of movement based on their displacement or minority compared to resident population*

Overall Rating and standard(s): Indicator is marked white. There is not sufficient data on this indicator and consulted stakeholders had different views.

Applicable standards for rating: UDHR Article 3: “Everyone has the right to life, liberty and security of person”.

Analysis: Main roads to and from Baidoa are controlled by AMISOM checkpoints. There are, however, undue taxation imposed to travellers, which, together with cases of Al Shabaab attacks, may limit the movement of ordinary citizens.¹⁰

There is no specific data for Bay region on IDPs or returnees. Data at country level from the Somalia Protection Cluster indicates that during the third quarter of 2016 “forced recruitment affected 530 children, constituting 34 per cent of the total number of children recruited in 2016” (Somalia Protection Cluster 2016d). The Somalia Protection Cluster raised concerns about the illegal detention of children on security related charges, including alleged association with the fighting. “During [the third] quarter, 124 children were detained compared to 97 children during the second quarter of 2016, thus demonstrating an increase in the number of children affected in [the third] quarter” (*ibid.*).

Consulted stakeholders in Baidoa had different views. Some stakeholders pointed out that IDPs and returnees are not subject to any restriction of movement. However, other stakeholders, in line with views expressed in Mogadishu, pointed out that IDPs are more likely to face restrictions than resident population because of gatekeepers who allegedly restrict the movement of IDPs in the settlements. However, there is need to investigate more the problem.

Opportunities

There are opportunities for positive change but to realize them it is paramount that current security sector interventions adopt a longer-term stance and expand to other geographical areas in Bay that are not been

⁸ Assessment carried out by UNHCR partner agencies for the Country of Origin working group. The aim of these assessments is to provide information to refugees in Kenya who are considering returning to Somalia.

⁹ Gender based violence (GBV) encompasses a wide range of human rights violations related to gender inequality and power imbalance. The six core GBV types include rape, sexual assault, physical assault, forced marriage, psychological/emotional abuse and denial of resources, opportunities or services. Other types of GBV include intimate partner violence, child sexual abuse, child marriage, sexual slavery, and harmful traditional practices such as female genital mutilation (FGM). See UNFPA: Trends and Patterns of Gender Based Violence in Somalia. June, 2013

¹⁰ Assessment carried out by UNHCR partner agencies for the Country of Origin working group.

covered yet. It is equally paramount that development actors scale up their governance-oriented rule of law and security programmes in order to cover the entire region of Bay.

SAFETY AND SECURITY

Indicator 3: *Percentage of IDPs/returnees who have adequate access to police and judiciary, when needed, compared to the resident population*

Overall Rating and standard(s): The indicator is rated orange. Access to police and justice is uneven, however informal mechanisms exist. (For applicable standards, see indicators under protection.)

Analysis: Recent assessments found out that law enforcement agencies provide police patrols and security services. Over 500 South West State Police Force (SWSPF) and Somali Police Force (SPF) personnel regularly patrol the town of Baidoa and nearby villages.¹¹ There are three main police stations and one prison (Garshire). International non-government organizations have limited access to rural Baidoa up to 15 km outside the town including villages like Bonka, Salbooy, Rebooy, Inskoy and Bulla villages.¹²

With regard to IDPs, a mapping exercise conducted in Baidoa by INTERSOS shows that 31 of the 72 IDP settlements surveyed in Baidoa have committees that addresses security concerns (the report points out that in 2014 the number of the committees was much lower) (INTEROS 2016). The survey of this mapping exercises provides a breakdown of the security concerns addressed by the committee: evictions: 10%; disputes with host community: 61%; conflict with police: 3%; conflict with local militia: 13%; GBV: 26%; conflict with AMISOM: 3%; discrimination: 26%; Violence against children: 39%; other: 3% (*ibid.*)

The findings of this assessment are in line with other analyses at country level. According to data from the Displacement Tracking Matrix, “majority of settlements (106) had a security mechanism available on site, while 13 settlements had none in place” (IOM 2016). “At 89% of the settlements with a security mechanism, local authorities provided security in 43 sites, 11 sites had police presence, 10 sites had community leaders who provided security, and in one site religious leaders provided security” (*ibid.*). However, PRMN reports point out that “IDP women and girls, as well as women and girls from minority clans, suffer disproportionately due to a lack of access to justice, due process, and clan protection” (UNHCR, 2016e).

The consultation process highlighted that while IDPs and returnees may have access to police and judiciary, this access is not adequate, especially in rural areas. Some stakeholders felt that IDPs and returnees have equal access as local population. However, other stakeholders pointed out that access to police is often not adequate (including for resident population).

Indicator 4: *Percentage of IDPs/returnees feeling safe in their current place of residence compared to local population*

Overall Rating and standard(s): The indicator is marked orange. Limited data suggests that security has improved and that perceptions are in line with the actual situation. However, this improvement is limited to urban areas. It can be concluded that there are obstacles, but still there is some progress. (For applicable standards, see indicators under protection.)

Analysis: There are not studies that provided accurate figures on this indicator. However, a mapping exercise of IDP settlements in Baidoa inquired with key informants about the existence of unsafe places, as well as war remnants. According to the mapping report, “none of KIs reported having war remnants in the settlement (it was 18% in 2014) as well as none of KIs mentioned the existence of unsafe places (8% in 2014)” (INTEROS 2016).

The consultation process highlighted that there are still some challenges. While some stakeholders concurred that IDPs and returnees do not face any specific challenge and feel as safe as the rest of the population, other

¹¹ Assessment carried out by UNHCR partner agencies for the Country of Origin working group.

¹² *Ibid.*

stakeholders pointed out that this improvement is limited to residential urban areas and that the situation in IDP camps in the outskirts of the city, as well as in rural areas, is not positive. The views of stakeholders in Baidoa echo the views of stakeholders from Mogadishu and Kismayo.

Opportunities

The FGS policy framework on displacement takes a commitment to “monitor [...] return and relocation movements and report [...] security incidents to the police for follow up” (FGS 2016b). This suggests that there are opportunities for positive changes, but more has to be done to put this commitment into practice.

It is likely that current displacement trends of rural populations affected by the drought towards urban centres will put pressure on provision of security services in Baidoa. Despite the challenges, this situation may present some opportunities. Most of the on-going initiatives on rule of law and security are confined to Baidoa town since INGOs and UN staff often do not have access to rural areas. These initiatives could take advantage of the fact that a sizeable share of the rural population, which was previously not accessible, can now be easily reached in the outskirts of Baidoa. Consulted stakeholders suggested that there is need to create more awareness among the population on how they can get access to police. Running such awareness campaigns may have not been possible in rural areas, but they can be easily carried out in the camps where rural populations will have to stay for as long as other basic services will be provided there.

SOCIAL COHESION

Indicator 5: *Percentage of IDPs/returnees who do not face any form of stigmatization (verbal violence, insults, exclusion, etc.) in their current place of residence, compared to local population*

Overall Rating and standard(s): The indicator is marked white with dotted lines. Although stakeholders in Baidoa suggest that the situation is positive, available data is not conclusive and more investigation is needed.

Analysis: IINTEROS mapping exercise of IDPs settlements in Baidoa attempted to shed some lights on the relationship between host community and IDPs. Focus group discussions revealed that relations were very good (87% of respondents) or good (13% of respondents) (INTEROS 2016). However, the study acknowledges that “the fact that IDPs and host community members were often both present during discussions may have skewed the accuracy of these responses” (*ibid.*)

Indeed, other data from the same study suggests that the relationship may not be always as good as depicted in the group discussions. The same survey reported that 61% of the cases handled by the settlements committees were related to disputes with host community. This figures appears to be in line with the views of a position paper from NRC; which warns that “refugee returns to Somalia will increase pressure to the already insufficient services in existing communities, such as health, water and education” and that refugee return “will also fuel tensions with existing communities if not managed carefully” (NRC 2016b).

On the other side, consulted stakeholders in Baidoa felt that IDPs and returnees do not face any form of stigmatization (verbal violence, insults, exclusion, etc.). As there is not sufficient data to support these views, there is need to carry conflict analysis to monitor the impact of demographic changes and clan balance.

Indicator 6: *Percentage of IDPs/returnees feeling they are accepted in the community where they live compared to resident population*

Overall Rating and standard(s): The indicator is marked white. Although stakeholders in Baidoa suggest that the situation is positive, there is not sufficient data to reach any conclusion.

Analysis: Stakeholders consulted in Baidoa concurred that IDPs and returnees are accepted in the communities where they live. Nevertheless, existing evidence is still anecdotal and there is need to carry out conflict analyses in relation to this indicator.

Opportunities

The mapping of interventions in Bay region shows that there are not many interventions that address social cohesion. This is probably due to the fact that the number of returnees is still relatively small. It may also be that activities for social cohesion are part of wider programmes. It seems that current interventions are not adequate to cope with the sudden increase of the number of drought-affecting populations in Baidoa.

There is need to carry out conflict analyses that will shed light on the relationships and trust between host communities, returnees, old IDPs and new IDPs. These analyses will ascertain to what extent the on-going return process and the current displacement is altering the demographics in Baidoa, and, therefore, the delicate balance of power among clans.

Aid agencies should embed conflict-sensitivity or do-no-harm plans in their programming to avoid exacerbation in the relations between IDPs and host communities. Whenever possible, they should be ready to invest more in interventions that are aimed at restoring trust and relationship between host communities and returnees or IDPs, should conflict analyses show that stigmatization is on the rise and acceptance is less common.

Agencies with a mandate on service delivery and livelihoods may not have the expertise to address issue of social cohesion. However, the success of their (re) integration efforts heavily depends on the capacity to deliver assistance without fuelling conflict and tensions. For this reason, it is strongly recommended that these agencies partner with more specialized organizations that have expertise on conflict management to ensure that their programmes are conflict-sensitive and can contribute to improve social cohesion.

**SOLUTIONS FRAMEWORK
BAY REGION, SOMALIA 2017**



MATERIAL SAFETY



**Adequate Standard of Living
(Access to basic and social services)**

Percentage of IDPs/returnees with food consumption comparable to local population and as per international/national standards

Prevalence of GAM/SAM among IDPs/returnees compared to resident population and as per national/international standards

Percentage of IDPs/returnees with adequate access to potable water, sanitation and hygiene compared to local population and as per international/national standard

Percentage of IDPs/returnees with adequate access to health care compared to resident population or national average as appropriate

Percentage of IDP/returnee children with adequate access to formal education compared to resident population or national average as appropriate

Percentage of IDPs/returnees who have adequate access to safety net interventions or receive remittances from abroad compared to local residents with comparable needs



**Access to Livelihoods
(Job creation and income generation)**

Percentage of IDPs/returnees who faces legal or administrative obstacles to employment or economic activity compared to resident population

Unemployment among returnees compared to the resident population, the situation before displacement or the national average, as appropriate

Percentage of IDPs/returnees who have access to sustainable employment conditions compared to local residents

Poverty levels among IDPS/returnees compared to the resident population, the situation before displacement or the national average, as appropriate



Housing, Land & Property

Percentage of IDPs/returnees with adequate housing (not overcrowded housing/shelter and/or precarious structure and/or at risk of sudden eviction) in comparison to the resident population

Existence of effective and accessible mechanisms to ensure access to land and/or secure tenure

Percentage of IDPs/returnees with lost HLP who have had their claims resolved, compared to the resident population

Percentage of IDPs/returnees who have secured right to Housing, Land and Property (with documents to prove ownership/tenancy) compared to resident population

All indicators refer to the attainment of benchmarks for a refugee / returnee in comparison to the host community

- The indicator is well on the way to being achieved
- Some obstacles exist and the indicator has not been fully met

- The indicator is far from met
- Data unavailable
- Incomplete data exists

MATERIAL SAFETY

Analysis

The mapping of interventions currently on-going in Bay region shows that, while the Solutions framework indicators under material safety are being targeted, the level of support provided by aid agencies may not be sufficient, especially in the current emergency context due to the on-going drought affecting Bay region, as well as Bakool region, in south-central Somalia.

In Bay, mainly in Baidoa town, a number of humanitarian INGOs and UN agencies have been particularly active in supporting the local population and IDPs with the provision of basic services, namely ACTED, ADRA, Concern, DRC, IOM, INTERSOS, NRC, Save the Children, UNHCR, UNICEF, World Vision. The work of INGOs is often complemented by a number of active local NGOs. Moreover, there are several resilience or livelihood interventions, which are often implemented by consortia of NGOs or UN agencies, such as Building Resilient Communities in Somalia (BRCiS), the Somalia Resilience Programme (SomRep) and the UN Joint Programme on Youth Employment

With this regard, the analysis of available data shows that many indicators are not being met. Moreover, the current drought-related displacement is posing new obstacles to the achievement of durable solutions.

Limitations

No or partial quantitative data was available for the following indicators:

- Percentage of IDPs/returnees who have access to sustainable employment conditions compared to local residents;
- Unemployment among refugees compared to the resident population, the situation before displacement or the national average, as appropriate;
- Percentage of IDPs/returnees who have access to sustainable employment conditions compared to local residents;
- Poverty levels among returnees /refugees compared to the resident population, the situation before displacement or the national average, as appropriate;
- Percentage of IDPs/returnees with lost HLP who have had their claims resolved, compared to the resident population;
- Percentage of IDPs/returnees who have secured right to Housing, Land and Property (with documents to prove ownership/tenancy) compared to resident population.

Gaps and Obstacles

Most of the current interventions have a short-term emergency focus whose aim is to deliver life-saving activities in a timely fashion. While these interventions offer a crucial relief that will alleviate the suffering of displaced populations, their relief will only be temporary. Their timeframe and scope is not long and wide enough, to tackle the root causes of displacement and ensure that displacement population can be promptly integrated in their new communities or reintegrated in their communities of origin. On the other side, there are resilience interventions that have the potential to address the root causes of displacement and ensure integration of displaced populations. However, besides the fact that these interventions have not been able to conclusively prove that they reduced the likelihood of displacement of the populations that they have directly supported; there is high possibility that these interventions will find it difficult to operate in the new emergency context. Questions have been raised on the relevance of carrying out long-term planning activities while people are struggling to make their ends meet.

At the same time, there is a risk that current safety nets interventions based on cash programmes may not be adequate to cater for the increased number of people in need, unless they are scaled up. At the time of the drafting of this report it was still uncertain whether cash or voucher-based programmes, which have been proved to be successfully in responding to the famine of 2011, would be adequately scaled up.

Opportunities to inform immediate reintegration needs and longer term programming

This section suggests areas that should be prioritized in order ensure complementarities and synergies with the on-going emergency response.

First, as suggested by stakeholders consulted in Baidoa, there is need to ensure that services are provided in the villages where people live. Admittedly, there are formidable logistical challenges in providing support directly in villages affected by drought, as they are often not accessible by aid agencies. Moreover, there are claims that providing support directly in the areas affected by drought is already too late since people have already left. However, logistical considerations have to be balanced with other considerations that look into the long-term consequences of displacement. Provision of aid in urban settlements can actually act as a pull factor that encourages drought-affected populations to leave their areas. If, ideally, aid could be provided in the place of origin, rural populations that have experienced crop failure and livestock loss may have fewer incentives to leave their land.

Despite the many challenges of providing aid in a complex environment as Somalia, where droughts and conflicts are entrenched in a continuous cycle of recurrent waves of displacement, it is possible to create synergies between emergency and development/reintegration interventions. Whereas emergency interventions work to boost the supply of food, water and basic services, development interventions can support the nascent government institutions to play a more meaningful role in leading the emergency response. Moreover, they can also ensure that the role of private sector, as well as of the Somali diaspora, is properly acknowledged and taken into account in the response to the emergency. , At the same time, resilience interventions should boost the purchasing power of drought-affected agro-pastoralist populations at risk of displacement by scaling up the safety net components of their on-going programmes. Unless the usually vibrant private sector of Somalia fails to respond, an additional influx of cash should allow drought-affected agro-pastoralist populations to purchase from the market what they need for their survival.

ADEQUATE STANDARD OF LIVING

Indicator 7: *Percentage of IDPs/returnees with food consumption comparable to local population and as per international/national standards*

Overall Rating and standard(s): The indicator is rated red/orange. New data suggests that food security had deteriorated across Somalia, including Bay, and that IDPs are more insecure than the rest of the population. It is expected that current and upcoming interventions will be able to mitigate the effects of low food consumption by increasing access to food, but any progress will depend on whether the response will be timely and adequate. It is important to note that there is no disaggregated data for returnees, so the rating is based on data for the general population and IDPs.

Applicable standards for rating: Sphere Minimum Standards on food security and nutrition and Integrated Food Security Phase Classification (IPC).

IPC is a set of tools and procedures to classify the severity of food insecurity using a widely accepted five-phase scale.¹³ IPC is used by the Food Security and Nutrition Analysis Unit (FSNAU), a project of the Food and Agriculture Organization (FAO), and the Famine Early Warning Systems Network (FEWS NET), a project funded by USAID.

Analysis: The latest food security alert from the FEWS NET and FSNAU warns that “following a poor [...] Gu season [from April to June 2016] and failed [...] Deyr season [from October to December 2016], food security has deteriorated significantly across Somalia, with an increasing number of people facing Crisis (IPC Phase 3) and Emergency (IPC Phase 4) acute food insecurity, and in need of emergency food assistance” (FSNAU and FEWS NET, 2017a). Areas of greatest concern include southern agricultural and agro-pastoral areas

¹³ IPC classifies areas according to the following phases: IPC Phase 1=Minimal; Phase 2=Stressed; Phase 3=Crisis; Phase 4=Emergency; and Phase 5=Famine.

and north-eastern pastoral areas. The FSNAU and FEWS NET alert adds that “if the 2017 Gu season is also poor, as currently forecasted, the severity and magnitude of food insecurity will be even larger than currently anticipated” (*ibid.*). “In a worst-case scenario where the 2017 Gu season performs very poorly, purchasing power declines to levels seen in 2010/11, and humanitarian assistance is unable to reach populations in need, Famine (IPC Phase 5) would be expected”. According to FEWS NET and FSNAU “the expected cereal production in Bay region is likely to be well below average to poor” due to poor and below average rains and the reported pest damages (FEWS NET and FSNAU, 2016).

Based on data from a country-wide seasonal assessment conducted in December 2016, FEWS NET and FSNAU technical release of February 2017 indicates that “over 2.9 million people face Crisis and Emergency (IPC Phases 3 and 4) across Somalia through June 2017”(FEWS NET and FSNAU, 2017b). “Additionally, more than 3.3 million people are classified as Stressed (IPC Phase 2), bringing the total number of people facing acute food insecurity across Somalia to over 6.2 million” (*ibid.*). In Bay region, 172,000 people are facing acute food security crisis (IPC Phase 3), whereas 160,000 people are facing acute food security emergency (IPC Phase 4). Moreover, 199,000 people were categorized under the Stressed category (IPC Phase 2) (*ibid.*). This constitute a dramatic deterioration compared to only a few months ago where the technical release of September 2016 estimated that in Bay 60,000 people were likely to face acute food security crisis (IPC Phase 3), that 1,000 people were likely to face acute food security emergency (IPC Phase 4) through December 2016, and 164,000 people were under the Stressed category (IPC Phase 2) (FSNAU 2016d).

IDPs in Baidoa are particularly affected. The same technical release of February highlights that “with few assets and limited livelihood opportunities, [...] IDPs across Somalia remain vulnerable to shocks” and that “they have also been impacted by the drought, as food prices rise and competition for wage labour employment increases in urban areas where IDPs live” (FEWSNET and FSNAU, 2017b). FEWS NET and FSNAU classify the IDPs in Baidoa as under Emergency (IPC Phase 4). This is also a considerable deterioration from last year - FSNAU overview of food insecurity in July 2016 put IDPs settlements in Baidoa under the Crisis phase (FSNAU 2016b) – and a sharp departure from a previous forecast for the period from August to December 2016 that had foreseen that the IDPs settlements would have remained in the same Crisis phase (FSNAU 2016c).

With regard to food prices and availability, according to an FEWSNET and FSNAU analysis of last December, “sorghum prices [increased] in Hiran (30%), Bay (26%), and Gedo (15%), Bakool (14%) and Central (7%) markets over the same period, due to anticipation of poor Deyr 2016 harvest” (FEWS NET and FSNAU 2016). On the other hand “local cereals [were still] available in most markets, due to Gu 2016 available stocks” (*ibid.*). “Additional recent off-season harvests (September/October), and release of carry-over stocks by most middle and better-off wealth groups [contributed] to a reduction in white maize prices in Juba markets by 14-19 per cent and in Middle Shabelle markets by 29 per cent between July and November 2016” (*ibid.*). Relative to projections for 2017, FEWS NET and FSNAU expected the food markets [...] to remain generally well supplied during the first quarter of 2017 as imports are available at relatively low and more stable international prices, especially for cereals (rice and wheat flour)” (*ibid.*) However, it warned that “supplies from the 2016 Deyr harvest are likely be exhausted fast” and that “this in turn is likely to put an upward pressure on prices of local cereals as of February”.

Indicator 8: Prevalence of GAM/SAM among IDPs/returnees compared to resident population and as per national/international standards

Overall Rating and standard(s): Indicator is rated red/orange. Current analysis suggests that a higher percentage of IDPs is affected by malnourishment than the rest of the population. This represent a deterioration compared to last year, where previous analysis registered an improvement in the nutrition situation of IDPs in Baidoa. It has to be noted that there is no disaggregated data for returnees, so the rating is based on data for the general population and IDPs.

Applicable standards for rating: Sphere Minimum Standards on food security and nutrition and Global Acute Malnutrition (GAM) prevalence.

Analysis: Results of a nutrition assessment conducted by FSNAU across Somalia after the “Deyr” rainy season between October and December 2016 showed an improvement in the nutrition situation among IDPs in Baidoa (FSNAU, 2016e). “The nutrition result indicates a serious nutrition situation (GAM of 13.4 per cent and SAM of 3 per cent)” (*ibid.*). The improvement from critical to serious was recorded in Deyr 2016 (13.4%) when compared to Gu 2016 (18%) and sustained Serious when compared to Deyr 2015 (14.5%)” (*ibid.*).

According to the assessment, this positive development is “mainly linked to improved water and sanitation facilities and access to health services” (*ibid.*). This development seems to show that aid agencies followed the advice of a previous FSNAU bulletin which had previously warned that Baidoa IDPs, as well as Bay agro-pastoral populations were “hotspots in need of urgent nutrition and health support interventions” (FSNAU 2016d). However, these gains may be reversed due to the current drought.

Note: A nutrition situation is considered Critical when Global Acute Malnutrition (GAM) prevalence is 15 per cent or higher.¹⁴

Indicator 9: Percentage of IDPs/returnees with adequate access to potable water, sanitation and hygiene compared to local population and as per international/national standard

Overall Rating and standard(s): Indicator is rated red/orange. There are a number of WASH (Water, Sanitation and Hygiene) interventions that improve access to water and sanitation. That said, many of these interventions are concentrated in urban areas; moreover, the current drought has negatively affected access to water in rural areas. It has to be noted that there is no disaggregated data for returnees, so the rating is based on data for the general population.

Applicable standards for rating: Sphere Minimum Standards on WASH.

Analysis: Assessments carried out by agencies on the ground provide information on the water and sanitation in Baidoa town.¹⁵ With regard to water, in Baidoa there are 11 boreholes run by private companies and 20 public shallow wells. Cost of water is reported to be USD 3.70 per a 20-litre jerry can.¹⁶ The majority of IDP settlements do not receive piped water; some IDPs have to walk 1km to get water; others have access to privately-run boreholes. The Norwegian Refugee Council (NRC) provides water treatment. With regard to sanitation, in urban Baidoa access to latrines has significantly improved: the majority of population has private shared latrines; some 20% of the population uses communal latrines, although they are insufficient. In rural areas, sanitation is extremely poor as only 20% of the population has access latrines. The very few latrines available are over utilized and poorly maintained. In Baidoa town there is a waste management system supported by the government and humanitarian agencies.

INTERSOS mapping in 2016 of IDPs settlements in Baidoa shed more lights on status of water and sanitation facilities meant to cater for the population living in these settlements. The mapping exercise found out that the number of water points increased to 37 from the 32 points, and the number of taps increased to 198 from the 75 taps assessed in December 2014 (INTERSO 2016). However the mapping found out that of only 51% of the water points are functional (*ibid.*). The mapping also found out that only 53% of latrines were functional (compared to 92% of latrines that were mapped out in 2014) (*ibid.*). It ascertained that 20 camps of a total of 72 did not have any dropping hole and none of the assessed hand-washing facilities for latrines had soap (*ibid.*) Consulted stakeholders from Baidoa concurred that access to water, sanitation and level of hygiene is lower for IDP populations.

¹⁴ All children with weight less than 80% of the median weight of children with the same height in the reference population are classified as GAM. The World Health Organization describes Moderate Acute Malnutrition (MAM) as GAM in the 79% - 70% range, and Severe Acute Malnutrition (SAM) as GAM below 70%

¹⁵ Assessments carried out by UNHCR partner agencies for the Country of Origin working group. The aim of these assessments is to provide information to refugees in Kenya who are considering returning to Somalia.

¹⁶ *Ibid.*

Indicator 10: Percentage of IDPs/returnees with adequate access to health care compared to resident population or national average as appropriate

Overall Rating and standard(s): This indicator is rated red/orange. IDPs and poor residents have generally low access to health care. It has to be noted that there is no disaggregated data for returnees, so the rating is based on data for the general population.

Applicable standards for rating: Sphere Minimum Standards on health.

Analysis: Assessments carried out by agencies on the ground provide information on health facilities in the area.¹⁷ In Baidoa there are two public referral hospitals, Baidoa District Hospital and Bayhaaw Hospital, which serve the entire district of Baidoa, as well as other districts of Bay region. These hospitals are supported ICRC, WHO and World vision and provide health care services free of charge. Moreover, there are maternal and child health care centres (MCH) which provide free of charge primary health care and are run by local and international NGOs, namely Swiscalmo, World Vision, Gredo, and Save the Children. In addition to health facilities supported by NGOs, there are a number of private health clinics and pharmacies.¹⁸

The mapping of IDPs settlements in Baidoa finds out that only 60% of the health facilities mapped in the settlements are functioning; only 20% of these facilities have access to water and none of them has access to electricity (INTERSOS 2016). These findings are in line with other data at country level. Data from that Displacement Tracking matrix shows that “in 57 (47.8%) collective IDP settlements out of 119 had no access to health facilities” and that “in 33 (27.7%) settlements, the health facilities were within 3km from the settlement” (IOM 2016a).

That said, the National Development Plan (NDP) takes a less negative view when it states that “a new environment is emerging in the Somali health sector” and that “there are recent signs of a slow but persistent improvement in health outcomes” (FGS 2016a). The NDP bases its claims on WHO estimates, according to which “maternal mortality ratio was around 732 per 100,000 live births, whereas child mortality rate was 137 per 1000 live births in 2015” (*ibid.*)

Consulted stakeholders pointed out that health care services are available to the whole population but acknowledged that access is limited, especially from IDPs and poor segments of resident population.

Indicator 11: Percentage of IDP/returnee children with adequate access to formal education compared to resident population or national average as appropriate

Overall Rating and standard(s): Indicator is rated red/orange. Assessments show that education services are available in Baidoa. However, IDPs and rural populations have less access to education.

Applicable standards for rating: Minimum Standards on Education in Emergencies.¹⁹

Analysis: Assessments carried out by agencies on the ground provide information on education facilities in the area.²⁰ Baidoa town has 29 primary and secondary schools, 14 of which are private and 15 are public (however there are no public secondary schools). There are also four universities in the town. In most of the rural villages there is no or very limited access to formal education. In many villages, the only schools are Koranic, where female attendance is generally low. Learning spaces are not available and classes take place mostly out-door without proper spaces. There is also a lack of teachers and curricula for primary education are not consistent. Local and international NGOs support the construction of primary schools for vulnerable children in IDP settlements and host communities and provide financial incentives for teachers.²¹

¹⁷ Assessments carried out by UNHCR partner agencies for the Country of Origin working group.

¹⁸ *Ibid.*

¹⁹ See http://www.unicef.org/violencestudy/pdf/min_standards_education_emergencies.pdf for more information, accessed 25 April 2016

²⁰ Assessments carried out by UNHCR partner agencies for the Country of Origin working group.

²¹ *Ibid.*

The mapping exercise of IDPs settlements in Baidoa finds out that the number of schools mapped out have decreased from 59 in 2014 to 33 in April 2016 and that only 64% of them are functioning, compared to 98% in 2014 (INTERSOS 2016). The mapping also finds out that the number of IDP children with access to schools has decreased from 4.201 in 2014 to 2.598 as of April 2016, despite the increase of IDP population - the mapping estimates that “the number of households living in IDPs settlements in Baidoa has increased in the considered time period from 8.549 to 9.327” (ibid.).

Consulted stakeholders in Baidoa highlighted the availability of number of public primary and secondary schools, but acknowledged that poor parents do not have the financial means to afford the fees.

Note: Data at national level used in the National Development Plan shows that gross enrolment for primary education is very low at 30 per cent and that the gross enrolment for secondary education rate is 26 per cent (FGS 2016a).

Indicator 12: *Percentage of IDPs/returnees who have adequate access to safety net interventions or receive remittances from abroad compared to local residents with comparable needs*

Overall Rating and standard(s): Indicator is rated orange. Returnees are as likely as any other residents to receive remittances from relatives abroad. However, IDPs are likely to receive less remittances than resident population since poorer families originally from rural areas may not have many relatives abroad. Both refugee returnees and IDPs have access to cash or in-kind transfers from aid agencies. However, there is a risk that agencies providing cash transfers or food vouchers be forced to reduce the value per head of their transfers to cater for an increase number of people in need, if their funding is not proportionally increased.

Analysis: UNHCR has allocated a supplementary budget of USD 50.3 million in 2016 to address the needs for 50,000 Somali refugees in Kenya who are likely to return to Somalia. (UNHCR had appealed for USD 153 million, but received approximately 33% of the amount requested). The return assistance package is composed of the following: reinstallation grant of USD 200 per person regardless of family size; subsistence package, that is a monthly instalment of USD 200 per family for six months; food assistance, that is a monthly food ration, which has been increased to the full minimum expenditure basket and extended from 3 to 6 months; an improved standard Non-Food Items (NFI) package; a conditional education grant of USD 25 a month per child for 4 months and a conditional shelter package up to USD 1,000 per family (UNHCR 2016d).

It has to be noted that there are discrepancies in the way returnees receive assistance. Returnees that have returned before the new package was put in place received a smaller assistance package than the current one, due to funding limitations. At the same time, the current caseload of returnees that arrived prior to the introduction of the enhanced package has not received the shelter and education grants. There is a risk that the on-going drought response inadvertently put a strain on reintegration process as aid originally meant for reintegration activities may be reallocated to the emergency activities.

Consulted stakeholders concurred that returnees have in general good access to cash/in-kind transfers from aid agencies and that they are as likely as any other resident to receive remittances from relatives abroad. Stakeholders also suggested that IDPs are likely to receive less remittances than resident population since poorer families originally from rural areas may not have many relatives abroad.

Opportunities

With regard to food security, aid agencies need to draw from best practices and lessons learnt from the response to the famine of 2011, which relied primarily on cash transfers to restore the purchasing power of people affected by the drought. On the onset of the 2011 crisis, there was not a consensus on the use cash-based interventions, as proponents on in-kind assistance were concerned that cash transfers would have created inflationary pressures, which, in turn, would have offset the benefits of the same transfers. Donors and most of the agencies eventually adopted cash transfer modalities. (Studies on the response of 2011 famine have shown that cash transfers did not create upward pressures on food prices). Cash transfers have largely proved to be successful, cash transfers and should be considered as the default option to deliver support, unless there are proved reasons that require the use of in-kind support. This would avoid an unnecessary repetition of debates that were already held and solved.

With regard to malnutrition, the analysis of data showed an improvement in the nutrition due to improved water and sanitation facilities and access to health services. There is a risk that the situation may again deteriorate due to a sudden increase of IDPs fleeing drought-affected areas, and an increased number of refugees leaving Daadab camps to return to Bay. However, it is still possible that agencies already on the ground providing water and sanitation facilities and access to health services be able to manage the additional case load, as long as funding keeps the pace with returns and IDP influx.

With regard to water, sanitation and hygiene, the current drought has shown the inadequacy of current interventions in the WASH sector. More investments will be needed in this sector to avoid a repetition of this crisis. On the positive side, it has to be noted the Somalia Infrastructure Fund (SIF) has investments on water and sanitation in the pipeline (although it has been seen whether SIF-funded infrastructures will target Bay region). Rural areas will still experience a lower level of access to water, sanitation and hygiene practices, unless upcoming investments are able to expand their geographical coverage. Besides emergency related provision of water, such as water trucking, priority should be given to those interventions that adopt a long-term focus, are able to target rural areas, and are able to leverage on partnerships with the private sector to share risks and costs.

With regard to health, the opportunity for change is hindered by the fact that on-going interventions in the health sector may not be enough to cater for the increased demand of health services and that their potential is limited by the short-term nature of their funding. Moreover, most of health interventions are confined to urban areas. In order to reverse this trend, there is need to have innovative approaches that combine public provision of health services with regulated private provision. Since poor families, notably the majority of IDPs, may struggle to pay for health care services, aid agencies could boost the demand for services through the use of health vouchers, with possibly private funding as well. To do so, health agencies could make use on the infrastructure used for food vouchers and other cash transfers (for example, the registration system of the World Food Programme).

With regard to education, there are a number of on-going interventions in the education sector that are aimed at increasing the enrolment rate of IDPs and refugee returnees, notably rehabilitation of public schools and salary support to teachers. More interventions are in the pipeline. However, it seems that their impact will be limited if families of IDPs and returnees will not have the financial means to pay for school fees and other related expenses. Data on access to education (although incomplete) suggests that primary cause of the lower enrolment rate of children of IDP and poorer refugee returnee families is lack of financial means. If school vouchers are provided, there is a chance that the situation will improve in the near future.

With regard to safety nets, there is need to increase the scope and coverage of on-going interventions that are aimed at providing safety net for vulnerable population. The most notable intervention is the return package for voluntary returns. Moreover, there are other cash-based programmes that support IDPs and vulnerable resident population. That said, the support provided by these intervention has a short duration, normally between 3 and 6 months. Even before the drought-induced emergency, current interventions did not appear to be adequate. Expected funding for 2017 is meant to target new beneficiaries, which means that current beneficiaries, especially returnees, will face a dramatic drop of income as soon as the cash transfers will end. As the number of people in need has dramatically increased, current financial resources will be stretched even thinner, which means that financial support per capita would be further reduced. As such, there is need to properly fund safety nets so that they can achieve a more durable goal of economically integrate vulnerable populations, and not only a more modest and less sustainable goal of just averting famine. In this regard, aid agencies should adopt other fresher approaches that leverage on the important role played by diaspora. Somali diaspora provide a lifeline support to their relatives in Somalia by remitting some US\$1.4 billion a year. However, poorer families who do not have relatives abroad do not benefit from remittances. Aid-funded safety net could leverage on remittances to ensure that a share of remittances also go to poorer families without relatives abroad (this can be achieved by having donor-funded safety nets also co-funded by diaspora organizations).

ACCESS TO LIVELIHOODS

Indicator 13: *Percentage of IDPs/returnees who faces legal or administrative obstacles to employment or economic activity compared to resident population*

Overall Rating and standard(s): This indicator is marked white. Stakeholders pointed out that IDPs and, to a certain extent returnees, *face de-facto* obstacles. However, there is not sufficient data to ascertain the extent of the problem.

Analysis: Consulted stakeholders pointed out that IDPs and refugee returnees, face obstacles as they are not able to obtain references for perspective employers.

As the FGS policy on displacement takes a commitment towards the “re-establishment of livelihoods, creation of alternative livelihood options and inclusion in social welfare schemes”, it can be assumed that these are more de-facto obstacles rather than legal or administrative ones. More research will be needed to ascertain the extent of the problem.

Indicator 14: *Unemployment among returnees compared to the resident population, the situation before displacement or the national average, as appropriate*

Overall Rating and standard(s): This indicator is marked white with dotted lines. Some data exist but it is incomplete since it is not disaggregated for refugee returnees and IDPs.

Applicable standards for rating: ILO Labour Force Survey

Analysis: According to the IOM Youth Employment report, “nearly a third of the youth surveyed (33.7%) defined themselves as with a job, but they are usually in a situation of underemployment” (Altai and IOM 2016). “These jobs are often part-time/occasional (35%) and nearly half of the employed youth (42%) have at least two simultaneous occupations (*ibid.*). “Uneducated youth, in particular IDPs, are the most affected by this issue” (*ibid.*). “The average level of income for youth with an occupation is USD 190 per month” (*ibid.*).

Consulted stakeholders pointed out that IDPs have considerably less employment opportunities than resident population. However, disaggregated data for IDPs and returnees is not available. It can be assumed that those returnees who are not able to return to their areas of origin are likely to face similar challenges as IDPs, but it is not possible to reach any firm conclusion about their unemployment level. Moreover, due to lack of disaggregated data it is not possible to make any comparison between IDPs and poor residents. While it is broadly acknowledged that IDPs are amongst the poorest in Somalia, it is not clear whether IDPs are much poorer and affected by higher unemployment rates than the urban poor.

Indicator 15: *Percentage of IDPs/returnees who have access to sustainable employment conditions compared to local residents*

Overall Rating and standard(s): This indicator is marked white with dotted lines. Some data exist but it is incomplete since it does not allow direct comparison between returnees, IDPs and the rest of the population.

Applicable standards for rating: ILO Labour Force Survey

Analysis: Data at country level from the Displacement Tracking Matrix shows that in 97 (81.5%) IDPs settlements, the main income generating activity was casual labour, mainly in Belet Weyne, Borama, Doolow, Jowhar and Kismayo (IOM 2016a). The report from IOM on youth employment provides some analysis on the status of the economy in Somalia. According to the report, “the Somali economy has shown positive development over the last three years” (Altai and IOM 2016). Companies have opened or reopened, and several private actors called this period a “revival”. That said, it is unlikely that IDPs will benefit from this “revival” (*ibid.*). The report revealed “an increasing demand for educated staff, even for low-level jobs” and points out that “in a competitive environment, Somalis with no education find themselves at a great disadvantage, and

this tendency in turn affects a significant segment of the youth population that has not had the opportunity to go to school" (*ibid.*).

Consulted stakeholders pointed out that IDPs have less access to sustainable employment conditions compared to local residents, as IDPs are generally less educated than local residents. However, the same cannot be said for returnees, who may have a comparable level of education of local residents (if not higher, in some cases). More research on this will be needed. (Ideally, future research should include IDP returnees, a sub-group of returnees whose situation is not properly studied.)

Indicator 16: *Poverty levels among IDPS/returnees compared to the resident population, the situation before displacement or the national average, as appropriate.*

Overall Rating and standard(s): This indicator is marked white with dotted lines. Some data exist but it is incomplete since it does not allow direct comparison between returnees, IDPs and the rest of the population.

Applicable standards for rating: World Bank High Frequency Survey

Analysis: World Bank High Frequency Survey reports that "poverty ranges between 35 and 71 per cent in Somalia across different parts of the population" (WB 2016b). The study finds out that "the poverty rate in Mogadishu is similar to other urban areas while rural areas are poorer" and that "most people in IDP settlements are poor" (*ibid.*). "Household receiving remittances are better off than household that do not receive remittances" (*ibid.*).

While this data provides a good understanding of the situation of IDPs, it is still not enough for the purpose of rating the overall indicator as it cannot be assumed that returnees are affected by poverty as much as IDPs). Stakeholders consulted in Mogadishu provided useful insights about the situation of IDPs but were not able to shed light on the situation of refugee returnees, most likely because their lower number compared to IDPs. For this indicator there is need to have data for all demographic groups (resident population, IDPs and returnees) from surveys that use a common definition of poverty. Upcoming household surveys from World Bank will hopefully address this knowledge gap.

Opportunities

The fact that the government has a policy on displacement, which includes livelihoods for returnees and IDPs suggests that there are opportunities for improvement relative to employment opportunities for returnees and IDPs. That said, the existence of a policy is not enough, if this is not accompanied by an allocation of sufficient resources. There is need to have income generation activities and youth employment programmes that have a longer time-frames and the potential to provide long-lasting opportunities for targeted beneficiaries. There are a number of on-going and pipeline initiatives (for example a UNHCR-led project in Bay region, which is focused on linking of skills refugees' acquired in Dadaab with livelihood opportunities on return in Somalia), but they may not be sufficient in scope or coverage to target all IDPs and returnees populations that are currently struggling to get sustainable employment conditions.

To overcome these challenges, aid agencies need to work in close partnership with the private sector. Aid agencies should refrain from providing only short-term employment opportunities that will end as soon as donor funding is exhausted, and instead should work together with the private sector. Aid agencies should prioritize trainings for skills that are in strong demand. Market analyses are meant to provide aid agencies with a good understanding of what the job market needs. However, such analyses are prone to misinterpretation, since they may put emphasis on skills desired by beneficiaries of trainings, rather than on needs of employers. A more sustainable approach would be for aid agencies to establish long-lasting partnerships with business associations or established businesses. These partnerships would entail a two-pronged approach, where aid agencies would provide beneficiaries with training placement opportunities, based on skills needed by the enterprises, and these enterprises would then hire the most qualified trainees. A new intervention from ILO goes into this direction and it is expected that other agencies will fine-tune their approaches.

HOUSING LAND AND PROPERTY

Indicator 17: *Percentage of IDPs/returnees with adequate housing (not overcrowded housing/shelter and/or precarious structure and/or at risk of sudden eviction) in comparison to the resident population*

Overall Rating and standard(s): This indicator is marked red/orange. Data and consulted stakeholders suggest that housing is not adequate for IDPs, as well as for poorer returnees.

Applicable standards for rating: Sphere Shelter and settlement standards, namely covered living space: “People have sufficient covered living space providing thermal comfort, fresh air and protection from the climate ensuring their privacy, safety and health and enabling essential household and livelihood activities to be undertaken.”

Analysis: Data at country level from the Displacement Tracking matrix shows that in 87 (73%) assessed settlements shelter was identified as the most needed humanitarian support. “Repair materials for shelter specifically plastic sheeting was the most needed in Borama (100%), Belet Weyne (86.1%), Balcad (75%) followed by safe cooking facilities at collective settlements (73 settlements)” (IOM 2016a). According to consulted stakeholders, a high percentage of IDPs, and presumably returnees, do not have adequate access to shelter. All stakeholders felt that housing is not adequate.

Indicator 18: *Existence of effective and accessible mechanisms to ensure access to land and/or secure tenure (housing, land and property rights) for IDPs/returnees*

Overall Rating and standard(s): Indicator is marked orange. Although there are mechanisms in place, IDPs and returnees may not have adequate access to these mechanisms.

Analysis: Consulted stakeholders concurred that there are mechanisms to resolve claims. However, stakeholders pointed out that IDPs and returnees may not be properly informed on how to access these mechanisms. As there is no data than can ascertain to what extent these mechanisms are effective or inclusive, the rating of this indicator is based on feedback from stakeholders.

Indicator 19: *Percentage of IDPs/returnees with lost HLP who have had their claims resolved, compared to the resident population*

Overall Rating: Indicator is marked white with dotted lines. Some data exist but it is inconclusive.

Analysis: A mapping exercise of IDP settlements in Baidoa found out through key informants interviews that “no settlement had received an eviction notice” (INTERSOS 2016). These findings are in line with other analysis at country level. According to the Displacement Tracking Matrix, “IDP site leaders reported that evictions were unlikely and did not anticipate evictions in the near future” (IOM 2016a). On the other side, there other analyses that point in different directions. Data from the Eviction Tracker Matrix shows that, in the period from January to September 2016, 68 households (369 individuals) have been evicted in Baidoa by private landlords and government (email update from PRMN, 13 October 2016). These apparent contradictions may be due to different methodologies. Consulted stakeholders had diverging views on this indicator, which suggests that there is need to better investigate the problem.

Indicator 20: *Percentage of IDPs/returnees who have secured right to Housing, Land and Property (with documents to prove ownership/tenancy) compared to resident population*

Overall Rating and standard(s): Indicator is marked white with dotted lines. Although there is data, there is no consensus on the nature and extent of the problem.

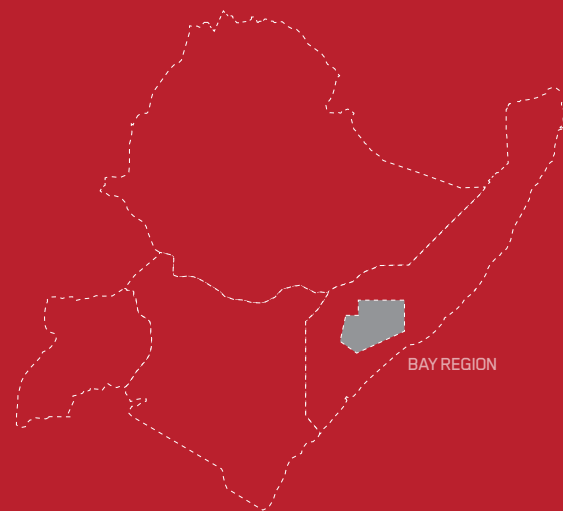
Analysis: According to INTERSOS mapping of IDPs settlements in 2016, “99% of the settlements reported that there is no land tenure agreement” (this was 48% in 2014) (INTEROS 2016). Consulted stakeholders in Baidoa concurred that IDPs do not have documents that prove ownership or tenancy. However, there was not a consensus on whether IDPs and returnees are more negatively affected than the rest of the population, who generally do not have ownership or tenancy documents either.

Opportunities

Relative to housing, the current number and scope of interventions that are aimed at providing shelter to IDPs and returnees may not be adequate to cope with current and future influx of people. The current response has to be scaled up rapidly as there is also need to support new IDPs arriving in Baidoa. But, at the same time, there is need to solve a number of questions on the best approach to be adopted. The ‘traditional’ approach, which entails the construction by aid agencies of shelters for IDPs and destitute returnees in land donated by the government present the advantage of resolving relatively quickly the problem of shelters for needed populations. However, this rapidity in execution present trade-offs from a durable solutions’ point of view. IDP settlements, usually isolated or far from economic activities, rarely provide opportunities for meaningful socio and economic integration of their inhabitants. A more sustainable approach could be a gradual system, where IDPs, after a brief period in a transitional shelter, would be granted vouchers that would allow them to rent private accommodations near training and employment opportunities. The financial assistance would then be reduced over time for those IDPs that will have managed to enter the job market. Only people who are unable to work, or whose employability is very low, should be allowed to receive free housing (and food and non-food items hand-outs).

Relative to mechanisms to ensure access to land and/or secure tenure and to resolve claims, the mapping of interventions in Bay shows that there are not many interventions that can address this indicator. These interventions are usually part of larger programmes on access to justice or economic development. It is hoped that development actors will still be able to scale up their long-term operations, despite the current emergency context. Even though donors and aid agency may be tempted to put aside, or, at least, slow down the long term goal of building the capacity of the government to establish a land registration system and an effective and more transparent system to solve claims, it is paramount that long-term interventions maintain their momentum. As mass displacement will put more pressure on land and other limited resources, traditional systems may struggle to handle an increased number of cases, especially in a situation where large movement of people are likely to change the demographic composition of entire areas.

SOLUTIONS FRAMEWORK BAY REGION, SOMALIA 2017



LEGAL SAFETY



Access to Documentation

Existence and effective accessibility of mechanisms to obtain/replace documents for IDPs/returnees bearing in mind the local context

Percentage of IDPs/returnees without birth certificates, national ID cards or other personal documents relevant to the local context compared to resident population or national average, as appropriate



Family Reunification

The number of unaccompanied and separated IDPs/returnee children for whom a best interest determination is needed but has not been conducted

Accessible and efficient mechanisms have been put in place to reunite IDP/returnee separated family members

The number of IDP/returnee children or other dependent persons who have not yet been reunited with their families relative to total displaced population size



Participation in public affairs

IDPs/returnees face no legal or administrative obstacles that prevent them from voting, being elected or working in public service compared with resident population

Percentage of IDPs/returnees participating in community or social organizations (youth / women / environmental / sports groups and others) compared to the resident population

Percentage of IDPs/returnees involved in public decision making processes, or local reconciliation/confidence-building initiatives (e.g. local peace committees, public debates, fora, cross-community activities and others) compared to resident population



Access to Effective Remedies & Justice

Percentage of IDPs/returnees who consider that the violations suffered have been effectively remedied and a sense of justice restored, compared to local population

Existence of accessible mechanisms that have the legal mandate and actual capacity to provide IDPs/returnees with effective remedies for violations suffered, including violations committed by non-state actors

Percentage of IDPs/returnees who accessed formal or informal/traditional justice mechanisms last time they needed it, compared to local population

All indicators refer to the attainment of benchmarks for a refugee / returnee in comparison to the host community

■ The indicator is well on the way to being achieved
■ Some obstacles exist and the indicator has not been fully met

■ The indicator is far from met
 Data unavailable
 Incomplete data exists

LEGAL SAFETY

Analysis

The analysis of the indicators under legal safety shows that some of the indicators have not been fully met, while for other indicators there is not available data for IDPs and returnees.

The mapping of interventions indicates that several programmes with a long-term focus on governance, rule of law and justice are planned to scale up or expand their geographical scope in Bay region. Programmes like the UN joint programme on local governance and service delivery (JPLG) have plans to engage in Baidoa district, as well as other districts of Bay region, as soon as the process of district council formation will be completed. Other joint programmes like the UN joint programme for justice and police, and the UN joint programme on youth employment also plan to engage in Bay region.

Limitations

No or partial quantitative data was available for the following indicators:

- Percentage of IDPs/returnees who consider that the violations suffered have been effectively remedied and a sense of justice restored, compared to local population;
- Existence of accessible mechanisms that have the legal mandate and actual capacity to provide IDPs/returnees with effective remedies for violations suffered, including violations committed by non-state actors;
- Percentage of IDPs/returnees who accessed formal or informal/traditional justice mechanisms last time they needed it, compared to local population;
- IDPs/returnees face no legal or administrative obstacles that prevent them from voting, being elected or working in public service compared with resident population;
- Existence and effective accessibility of mechanisms to obtain/replace documents for IDPs/returnees bearing in mind the local context;
- Percentage of IDPs/returnees without birth certificates, national ID cards or other personal documents relevant to the local context compared to resident population or national average, as appropriate; the number of unaccompanied and separated IDPs/returnee children for whom a best interest determination is needed but has not been conducted;
- Accessible and efficient mechanisms have been put in place to reunite IDP/returnee separated family members;
- The number of IDP/returnee children or other dependent persons who have not yet been reunited with their families relative to total displaced population size.

Gaps and Obstacles

There are gaps in terms of data collection since most of the available data does not disaggregate per demographic groups. Similarly to physical safety, there is data and information on IDPs and returnees relative to legal safety. However, this data is collected in surveys that target only IDPs or refugee returnees, but do not look at the general population besides the immediate host population that live in the proximity of IDPs settlements.

Similarly to interventions for physical safety, many of the current interventions under legal safety do not adopt a displacement focus. The sudden recent increase of influx of IDPs may have some consequences on capacity of IDPs, as well as returnees, to access justice. IDPs are from rural populations who rely on informal systems based on clan membership and not on state-run courts, which do not extend their reach beyond Baidoa. Following their displacement, there is a possibility that the vulnerable members among IDPs, usually women and children, may lose access to these informal systems as they may not have any more direct access to clan elders.

Opportunities to inform immediate reintegration needs and longer term programming

Donors and implementing partners should scale-up interventions that have the potential to operate in areas where the government has just started asserting itself. The main limitations of programmes such as the UN JPLG and the UN programme for justice and police is that they can operate only in areas where the Somalia government has firmly established its presence. The JPLG can operate only in districts that have an established district council that command legitimacy within the boundaries of pre-1991 district demarcation. Understandably, there are very few districts in south-central Somalia that meet these requirements. It can be expected that more district councils will be established under the FGS-led Wadajir process of local governance. However, it is likely that these new district administrations will not be based on pre-1991 district boundaries. New towns that have emerged in the last 25 years are already claiming their status as district capitals. As such, old districts are split in two or more *de-facto* districts. Although they do not enjoy formal status, which can be guaranteed only by a new local governance law, the new districts enjoy a *de-facto* autonomy from what should be the formal district capital.

Community-driven reconstruction/development (CDR/CDD) are able to operate in contexts where the government is weak. Differently from NGOs-led interventions that have a short-term focus, CDR/CDD delegates more responsibilities, including financial responsibility, to local communities and leadership. As it will be explained in the sections on recommendations, CDR/CDD interventions programmes that have a clear focus on displacement-affected populations offer the potential to achieve a convergence between short term and long-term objectives, as it will be easier for long-term governance interventions to build their work on an empowered and capable local leadership.

ACCESS TO EFFECTIVE REMEDIES AND JUSTICE

Indicator 21: *Percentage of IDPs/returnees who consider that the violations suffered have been effectively remedied and a sense of justice restored, compared to local population*

Overall Rating and standard(s): This indicator is marked white. There is not sufficient data or consensus on this indicator.

Applicable standards for rating: International Covenant on Civil and Political Rights (ICCPR); and United Nations Principles and Guidelines on Access to Legal Aid in Criminal Justice Systems

Analysis: Stakeholders in the consultation workshop in Baidoa concurred that IDPs and returnees have same access to justice as everybody else. Indeed, the FGS policy framework on displacement commits to “deploy [...] trained police forces to areas of return or local integration and set [...] up operational police stations and posts accessible to IDPs and returning refugees” (FGS 2016b). That said, it is not known whether IDPs and returnees consider that violence suffered had been effectively remedied. There is not enough data on this and views from stakeholders differed.

Indicator 22: *Existence of accessible mechanisms that have the legal mandate and actual capacity to provide IDPs/returnees with effective remedies for violations suffered, including violations committed by non-state actors*

Overall Rating and standard(s): This indicator is marked white. There is not sufficient data or consensus on this indicator.

Applicable standards for rating: International Covenant on Civil and Political Rights (ICCPR); and United Nations Principles and Guidelines on Access to Legal Aid in Criminal Justice Systems.

Analysis: In Somalia three systems of law coexist: secular, sharia and customary (xeer). Xeer and sharia laws are dominant in rural areas where access to the formal system is limited. A lack of harmonisation in how the systems interact, address crimes and resolve disputes prevents consistent and transparent delivery of justice. The UN claims it will be difficult to rebuild a coherent and nationally applied judicial system, given the

multiple, overlapping and sometimes contradictory legal systems (UN Women 2015). Consulted stakeholders in Baidoa concurred that mechanisms are in place. Indeed, the FGS policy framework on displacement shows a commitment to ensure that “IDPs have access to justice and legal aid in areas they find a durable solution” (FGS 2016b). However, there was no consensus among stakeholders to what extent these mechanisms are accessible to IDPs and returnees. Some participants to the consultations pointed out that government courts are not operating outside Baidoa and that IDPs cannot access the courts as they not have the financial means to pay for legal fees. Due to lack on consensus there is need to gather more data to shed light on these issues

Indicator 23: *Percentage of IDPs/returnees who accessed formal or informal/traditional justice mechanisms last time they needed it, compared to local population*

Overall Rating and standard(s): This indicator is marked white with dotted lines. Some data exist but it is incomplete.

Applicable standards for rating: International Covenant on Civil and Political Rights (ICCPR); and United Nations Principles and Guidelines on Access to Legal Aid in Criminal Justice Systems

Analysis: According to an assessment of fragility and migration in Somalia, “rule of law issues affect certain groups disproportionately, including IDPs, minorities and women” (Avis & Herbert 2016). The study highlights that “IDPs face discrimination because of their socioeconomic status” and adds that “they often lack awareness of legal rights and the means to afford justice-related costs” (*ibid.*). It points out that “abuses of IDPs take place in a general context of impunity” and that “minorities, including smaller clans, have also been affected” (*ibid.*). The assessment cites sources that claim that the “number of clan-based expulsions, particularly those carried out against minorities, is high” (*ibid.*). It then conclude that “further to this, a consequence of the non-unified judicial system is denial of the right to equality, equal protection and access to justice by all, under conditions of equality before an independent judiciary” (*ibid.*).

Disaggregated data for Bay region is, however, not available. Consulted stakeholders in Baidoa expressed different views on this indicator. Some of the stakeholders stated that the indicator is generally met since IDPs and returnees have the same rights as the local population. However, while concurring that IDPs and returnees have the same rights as the local population, other stakeholders pointed out that poor segments of the local population or rural communities do not have access to the formal justice system (although they likely have access to informal/traditional justice systems). Due to this lack of consensus, there is need to carry out further studies to ascertain the extent of the problem.

Opportunities

The mapping of interventions in Bay shows that there are not many interventions that directly address access to effective remedies and justice for IDPs and returnees. This may be because it is assumed that IDPs and returnees do not face any particular challenge compared to local population. However, some data, although not conclusive, suggests this may not be the case. Under the current context, opportunities for positive change appear to be limited. There is need that rule of law and security programmes adopt a stronger displacement focus and more targeted interventions. The opportunity to address possible negative factors will be limited unless there is capacity to scale up interventions that specifically target IDPs and returnees.

PARTICIPATION IN PUBLIC AFFAIRS

Indicator 24: *IDPs/returnees face no legal or administrative obstacles that prevent them from voting, being elected or working in public service compared with resident population*

Overall Rating and standard(s): Indicator is marked white. There is not sufficient data or consensus on this indicator.

Analysis: Consulted stakeholders agreed that IDPs and returnees have the same rights as the local population. Echoing views expressed in previous consultations in Kismayo, they stressed that elders from returnees are part of the delegates that have voted in the recent elections. However, while some stakeholders felt that this

indicator was generally met, other stakeholders pointed out that IDPs and possibly returnees, face de-facto obstacles that prevent them from holding public sector jobs due to perceived corruption and patronage of government officials. Due to lack of consensus there is need to gather more data to shed light on these issues.

Indicator 25: *Percentage of IDPs/returnees participating in community or social organizations (youth/women/environmental/sports groups and others) compared to the resident population*

Overall Rating and standard(s): Indicator is rated orange. IDPs and returnees participate in community or social organizations. However their participation rate is lower than resident population.

Applicable standards for rating: Article 10(1) of the Banjul Charter; and Articles 19, 20 and 21 of the International Covenant on Civil and Political Rights (ICCPR)

Analysis: Consulted stakeholders concurred that IDPs and returnees have the same rights as the local population and that they can participate to all community groups and social organizations. Data from the Displacement Tracking Matrix shows that all the “IDP settlements had some form of management committees on site which were identified as being responsible for coordinating site activities and conflict resolution” (IOM 2016a). “The site management committee (SMC) were elected by the IDP community with the support of local administration” (*ibid.*). That said, some of the stakeholders pointed out that IDPs have a lower participation rate. Studies on other areas of Somalia corroborate these views (see indicator below).

Indicator 26: *Percentage of IDPs/returnees involved in public decision-making processes, or local reconciliation/confidence-building initiatives (e.g. local peace committees, public debates, fora, cross-community activities and others) compared to resident population*

Overall Rating and standard(s): Indicator is rated orange. IDPs and returnees participate in public decision-making processes. However their participation rate is lower than resident population.

Analysis: Consulted stakeholders in Baidoa concurred that participation of IDPs (and possibly returnees as well) is lower than local population but pointed out that IDPs and returnees have opportunities to participate. There is no disaggregated data for Bay region, but findings from a IDP profiling in Mogadishu can be applied to the city of Baidoa (though not necessarily Bay region).

According to the profiling, “on a whole, IDPs [in Mogadishu] are generally disenfranchised from current political processes and generally do not see reason enough to prioritize participatory rights as this is not perceived to have a direct impact on improving their situation” (Joint IDP profiling Service 2016). The IDP profiling also adds that “overall, participating in public and political affairs was not perceived as a way to improve the general situation for IDPs” (*ibid.*). The most common reason cited was the poverty among displaced populations: “IDPs are neither wealthy enough to matter to politicians, nor do they have sufficient funds to participate” (*ibid.*). The second reason was the risk that participating in politics would result in exposure to different armed organizations. Notwithstanding the challenges, the assessment echoes the views of stakeholders in Baidoa when it highlights that IDPs “would participate if they were invited because they wish to partake in decision-making regarding the country’s future” (*ibid.*).

Opportunities

There are no specific projects that directly address the above indicators. It is likely that many of the on-going community-based or community-driven have activities related to participation in public affairs. Indeed, current and upcoming stabilization, community-driven, and local governance programmes have the potential to improve participation in community or social organizations, as well as decision-making processes, of IDPs and returnees. However, in order to do so, these interventions should adopt a displacement focus.

ACCESS TO DOCUMENTATION

Indicator 27: *Existence and effective accessibility of mechanisms to obtain/replace documents for IDPs/returnees bearing in mind the local context.*

Overall Rating and standard(s): The indicator is marked white. Data for Baidoa is not available and there is no consensus among stakeholders.

Analysis: Findings from the IDP profiling for Mogadishu can be applied to the city of Baidoa (though not necessarily Bay region). The profiling findings show that “personal documentation would provide necessary protection against restrictions on the freedom of movement and against arbitrary arrest”, but it points out that there are issues around affordability of such documentation and knowledge on how to obtain them (Joint IDP Profiling Service 2016).

Consulted stakeholders in Baidoa concurred that the majority of the population cannot obtain documents because services are not affordable, but were not in agreement on whether lack of documentation is a pressing problem. The FGS policy framework on displacement commits to ensure “the free mobility for livelihoods and other purposes, including by facilitating documentation” (FGS 2016b). There is need to investigate more the nature of the problem and to understand to what extent mechanisms to obtain or replace documents are accessible.

Indicator 28: *Percentage of IDPs/returnees without birth certificates, national ID cards or other personal documents relevant to the local context compared to resident population or national average, as appropriate.*

Overall Rating and standard(s): Indicator is rated red/orange. The majority of IDPs and returnees do not have documents. However, it has to be acknowledged that there has been progress and that a sizeable share of IDPs and refugee returnees do have some form of documentations.

Applicable standards for rating: The Sphere Standard Protection Principle 3: “The affected population is helped to claim their rights through information, documentation and assistance in seeking remedies.”

Analysis: Although there is no disaggregated data for Bay region, it is possible to ascertain the nature of the problem as views expressed by stakeholders are in line with data from other areas. Consulted stakeholders concur that proportion of IDPs, and, possibly, returnees that have documentation is lower than local population. These views are in line with data from other regions (see the ReDSS analysis for Benadir region).

Opportunities

There are not many interventions that directly address access to documentation. A possible explanation is that access to documentation is perceived to be outside the scope of existing humanitarian interventions. That said, there is room for both humanitarian and governance interventions to play a positive role.

The issues around access to documentations appear to be two-fold. On the one side, there is lack of capacity of the government to issue the documentations to the entire population. On the other side, IDPs, poor returnees and poor members of the host population may not know how to get documents or may not have the financial means to afford it. Governance interventions should build the capacity of the South West administration to issue the documentations to the entire population. The fact that the government has policy in place and that there are not any discriminatory practices or harmful legislations suggests that this will be possible. At the same time, protection-related interventions that have a mandate relative to the rights of refugees, IDPs and returnees should establish mechanisms that enable impoverished families to obtain documentation (this could take the form of providing financial support directly to vulnerable people to pay for the fees to get the documents, or, alternatively, a system for targeting beneficiaries of a government-sponsored fee-waiver scheme).

FAMILY REUNIFICATION

Indicator 29: *The number of unaccompanied and separated IDPs/returnee children for whom a best interest determination is needed but has not been conducted*

Overall Rating and standard(s): Indicator is marked white with dotted lines. Some data exist but it is incomplete.

Applicable standards for rating: Article 25(2)(b) of the 1990 African Charter on the Rights and Welfare of the Child provides: "State Parties ... shall take all necessary measures to trace parents or relatives [of children] where separation is caused by internal and external displacement arising from armed conflicts."

Analysis: A report of 2016 from NRC highlights that "despite the existence of a Best Interest Determination Committee in Dadaab, extended families are subjected to rigorous and bureaucratic processes to prove their relationship with minors in their custody, which has discouraged them from accessing return desks and forces them to return spontaneously" (NRC 2016b). According to PRMN, "extended families allege [that] best interest determination/best interest assessments for the children returning to Somalia often excludes extended family members and in certain instances families have been separated hence forcing them to opt to return spontaneously for fear of being separated" (minutes of cross border meeting 29 October 2016).

However, consulted stakeholders in Mogadishu did not have common views on this particular indicator. The fact data is not conclusive and that there is not consensus among stakeholders suggests that there is need to investigate more the nature of the problem).

Indicator 30: *Accessible and efficient mechanisms have been put in place to reunite IDP/returnee separated family members*

Overall Rating and standard(s): Indicator is marked white with dotted lines. Consulted stakeholders concurred that some mechanisms are in place, but suggested that available information is not enough.

Applicable standards for rating: Article 4(3)(b) of the 1977 Additional Protocol II to the Geneva Conventions provides: "All appropriate steps shall be taken to facilitate the reunion of families temporarily separated."

Analysis: The FGS policy on displacement commits to put in place mechanisms for voluntary reunification of separated families (FGS 2016a). However, these mechanisms do not appear to be in place in Bay. Consulted stakeholders in Baidoa pointed out that there are local organizations that trace separated family members, but they added that these organizations are underfunded and that these mechanisms are inadequate. There is need to gather more information on the effectiveness and accessibility of existing mechanisms.

The FGS policy on displacement commits to put in place mechanisms for voluntary reunification of separated families (FGS 2016a).

Indicator 31: *The number of IDP/returnee children or other dependent persons who have not yet been reunited with their families relative to total displaced population size*

Overall Rating and standard(s): Indicator is marked white. There is no any available data.

Applicable standards for rating: Article 22(2) of the 1989 Convention on the Rights of the Child states, "States Parties shall provide, as they consider appropriate, cooperation in any efforts by the United Nations and other competent intergovernmental organisations or non-governmental organisations cooperating with the United Nations ... to trace the parents or other members of the family of any refugee child in order to obtain information necessary for reunification with his or her family."

Analysis: According to a paper from NRC, “the current process of returns does not protect vulnerable Somalis during repatriation” (NRC 2016a). The paper adds that, “for example, there are reports that woman and children are traveling without male relatives, and orphaned children living with extended family, have been separated from relatives and returned to Somalia alone” and that “refugees are also reportedly being asked to pay bribes to access repatriation services” (ibid.). That said, there is not sufficient data on this indicator. Some of the stakeholders consulted in Baidoa felt that there are issues that prevent separated family members from being reunited to their relatives. However, there is not data that can support these claims. Other stakeholders pointed out that data is not available and that the issue needs to be investigated more.

Opportunities

There are interventions relative to best interest determination of children, although the extent of the problem may be higher than what current interventions can address. There is need to gather more data relative to this specific indicator in order ascertain the extent of the problem and design appropriate long-term interventions.

It appears that there are not many interventions that directly address issues around family reunification. Protection-related interventions relative to accessible and efficient mechanisms for family reunification may be limited in their scope (i.e. support to individual cases, but not building the capacity of the Somali government) and duration, usually no more than a year. Programmes on governance and access to justice have the potential to address this issue, but they have to adopt a displacement-focus and introduce activities that directly address family reunification. There is need to have gather more data on this indicator in order ascertain the extent of the problem and design appropriate long-term interventions.

CONCLUSIONS

The analysis of the Solutions Framework indicators has shown that the overall IDPs and refugee returnees are facing several challenges in Bay region. IDPs are particularly affected due to their high level of poverty and specific vulnerabilities²² preventing them from reaching material safety and fully enjoying physical and legal safety. The on-going severe drought has resulted in new waves of displacement, which means that the international community and the nascent Somali institutions have to deal with a massive new caseload of displacement that requires immediate life-saving support. As attention and resources are shifted towards the emergency response there is the risk that the durable solutions agenda be confined to the back seat which should not be the case.

The *Somalia Operational Plan for Pre-famine Scale up of Humanitarian Assistance* is built on lessons learned from the famine of 2011. Studies on the 2011 famine response found out that cash transfers were an effective response during the 2011 drought. Cash allowed people to support their families as well as the wider community as they distributed aid among themselves where access was limited (Rift Valley Institute 19/10/2016 in ACAPS 2017). The Operational Plan commits to the use of cash based assistance “as one of the main response modalities to the drought in Somalia” (HCT 2017).

The government of Somalia has made progress since 2011. At the national level, it has established a National Drought Committee, which works closely with the international community, the private sector and other stakeholders. Other states have or are establishing equivalent state-level and district-level disaster management committees. The Operational Plan is putting efforts “to ensure close collaboration with the disaster management agencies of government both at national and subnational level, including the newly established Federal States” (HCT 2017).

The donor community also appears to be better prepared. It has already contributed \$35 million. Although this is still a small share of the US\$825 million that the Operational Plan requires for the first half of 2017 to reach 5.5 million people with life-saving assistance and livelihood support, it is expected that more resources will be raised, also from non-traditional donors.

From a durable solutions’ point of view the biggest challenge for Somalis, their government and the international community and its development partners is to adopt policies and a modus operandi that can leverage on the humanitarian response to finally tackle the socio-economic dimensions of forced displacement. As a flagship World Bank report on forced displacement points out, “tackling the medium-term socio- economic dimensions of forced displacement [...] is complementary to [...] the rights-based protection agenda and the urgent focus on short-term crisis responses” (WB 2016a).

The humanitarian–development nexus has long been seen as sequential, with an initial humanitarian response followed by a development effort when the situation becomes protracted. However as the World Bank report points out, “rather than replace or succeed each other, both sets of actors can engage in complementary efforts for greater impact throughout the entire period of forced displacement” (ibid). The UN Resident Coordinator has been advocating for a new approach for durable solutions that addresses the humanitarian-development nexus, and looks at the “contiguuum”, rather than the “continuum,” of humanitarian and development activities.

In conclusion, the Somalia National Development Plan (NDP) for 2017-2019 dedicates a specific section to challenges faced by IDPs and returnees, and adopts a displacement focus throughout its sectors of interventions. NDP analysis of the current displacement situation in Somalia “points at five intertwined developmental priorities that form the framework for crafting the development response to finding durable solutions”, namely (i) Rule of law and Governance; (ii) Access to land and tenure security and inclusive development; (iii) Individual documentation, social inclusion and participation; (iv) Access to services and labour markets; and (v) Rural reintegration capacity (FGS 2016a). The government is also in the process of adopting a policy framework for displacement in Somalia (FGS 2016b).

²² Their lack of connectedness and so difficulty to borrow and to access markets, little social cohesion and connection to host communities, part of minority clans, etc.

Box: Core elements to inform Solutions planning and programing

- Creating durable solutions requires a **multi-stakeholder and sectorial, rights and needs based programming approach**
- The process must be viewed as a **collective action rather than mandate driven** based on an inclusive, participatory and consensus building approach
- The **FGS, regional administrations and local authorities have the primary responsibility** and they need to be supported to be able to play a leadership and coordinating role
- Developing **area based Solutions analysis (localization of aid)** is paramount due to limited absorption capacity, prevailing protection concerns, and persistent security and access issues.
- **Community engagement** is critical to inform reintegration analysis and programing to make solutions lasting, locally relevant and supportive of social cohesion and to **adopt a 'displacement affected communities'** approach- inclusive of returnees, IDPs and host communities
- **Involve development actors from the start** to inform medium to long term sectorial priorities complementing humanitarian interventions

From ReDSS briefing note: "The search for durable solutions in Somalia: return is not a solution, (re)integration is". Humanitarian and development linkages.



SOLUTIONS FRAMEWORK LOCAL INTEGRATION-RETURNEE/IDP FOCUS BAY – SOMALIA 2016/17 PROJECTIONS FOR 2017



PHYSICAL SAFETY

Protection

Percentage of IDPs/returnees who have suffered violent crimes or experienced safety incidents, including Sexual Gender based Violence in the last 6 months compared to resident population

Percentage of IDPs/returnees who do not face more discriminatory or arbitrary restriction of their freedom of movement based on their displacement or minority status compared to resident population

Percentage of IDPs/returnees who have adequate access to police and judiciary, when needed, compared to the resident population

Percentage of IDPs/returnees feeling safe in their current place of residence compared to local population

Safety and Security

Percentage of IDPs/returnees with adequate access to health care compared to resident population or national average as appropriate

Percentage of IDPs/returnees who do not face any form of stigmatization (verbal violence, insults, exclusion, etc.) in their current place of residence, compared to local population

Social Cohesion

Percentage of IDPs/returnees feeling they are accepted in the community where they live compared to resident population

MATERIAL SAFETY

Adequate Standard of Living (Access to basic and social services)

Percentage of IDPs/returnees with food consumption comparable to local population and as per international/national standards

Prevalence of GAM/SAM among IDPs/returnees compared to resident population and as per national/international standards

Percentage of IDPs/returnees with adequate access to potable water, sanitation and hygiene compared to local population and above international/national standard

Percentage of IDPs/returnees with adequate access to health care compared to resident population or national average as appropriate

Percentage of IDP/returnee children with adequate access to formal education compared to resident population or national average as appropriate

Percentage of IDPs/returnees who have adequate access to safety net interventions or receive remittances from abroad compared to local residents with comparable needs

LEGAL SAFETY

Access to Livelihoods (Job creation and income generation)

Percentage of IDPs/returnees who faces legal or administrative obstacles to employment or economic activity compared to resident population

Unemployment among returnees compared to the resident population, the situation before displacement or the national average, as appropriate

Percentage of IDPs/returnees who have access to sustainable employment conditions compared to local residents

Poverty levels among IDPs/returnees compared to the resident population, the situation before displacement or the national average, as appropriate

Housing, Land & Property

Percentage of IDPs/returnees with adequate housing (not overcrowded housing/shelter and/or precarious structure and/or at risk of sudden eviction) in comparison to the resident population

Existence of effective and accessible mechanisms to ensure access to land and/or secure tenure

Percentage of IDPs/returnees with lost HLP who have had their claims resolved, compared to the resident population

Percentage of IDPs/returnees who have secured right to Housing, Land and Property (with documents to prove ownership/tenancy) compared to resident population

LEGAL SAFETY

Access to Effective Remedies & Justice

Percentage of IDPs/returnees who consider that the violations suffered have been effectively remedied and a sense of justice restored, compared to local population

Existence of accessible mechanisms that have the legal mandate and actual capacity to provide IDPs/returnees with effective remedies for violations suffered, including violations committed by non-state actors

Percentage of IDPs/returnees who accessed formal or informal/traditional justice mechanisms last time they needed it, compared to local population

IDPs/returnees face no legal or administrative obstacles that prevent them from voting, being elected or working in public service compared with resident population

Percentage of IDPs/returnees participating in community or social organizations (youth / women / environmental / sports groups and others) compared to the resident population

Percentage of IDPs/returnees involved in public decision making processes, or local reconciliation/ confidence-building initiatives (e.g. local peace committees, public debates, fora, cross-community activities and others) compared to resident population

Access to Documentation

Existence and effective accessibility of mechanisms to obtain/replace documents for IDPs/returnees bearing in mind the local context

Percentage of IDPs/returnees without birth certificates, national ID cards or other personal documents relevant to the local context compared to resident population or national average, as appropriate

Family Reunification

The number of unaccompanied and separated IDPs/returnee children for whom a best interest determination is needed but has not been conducted

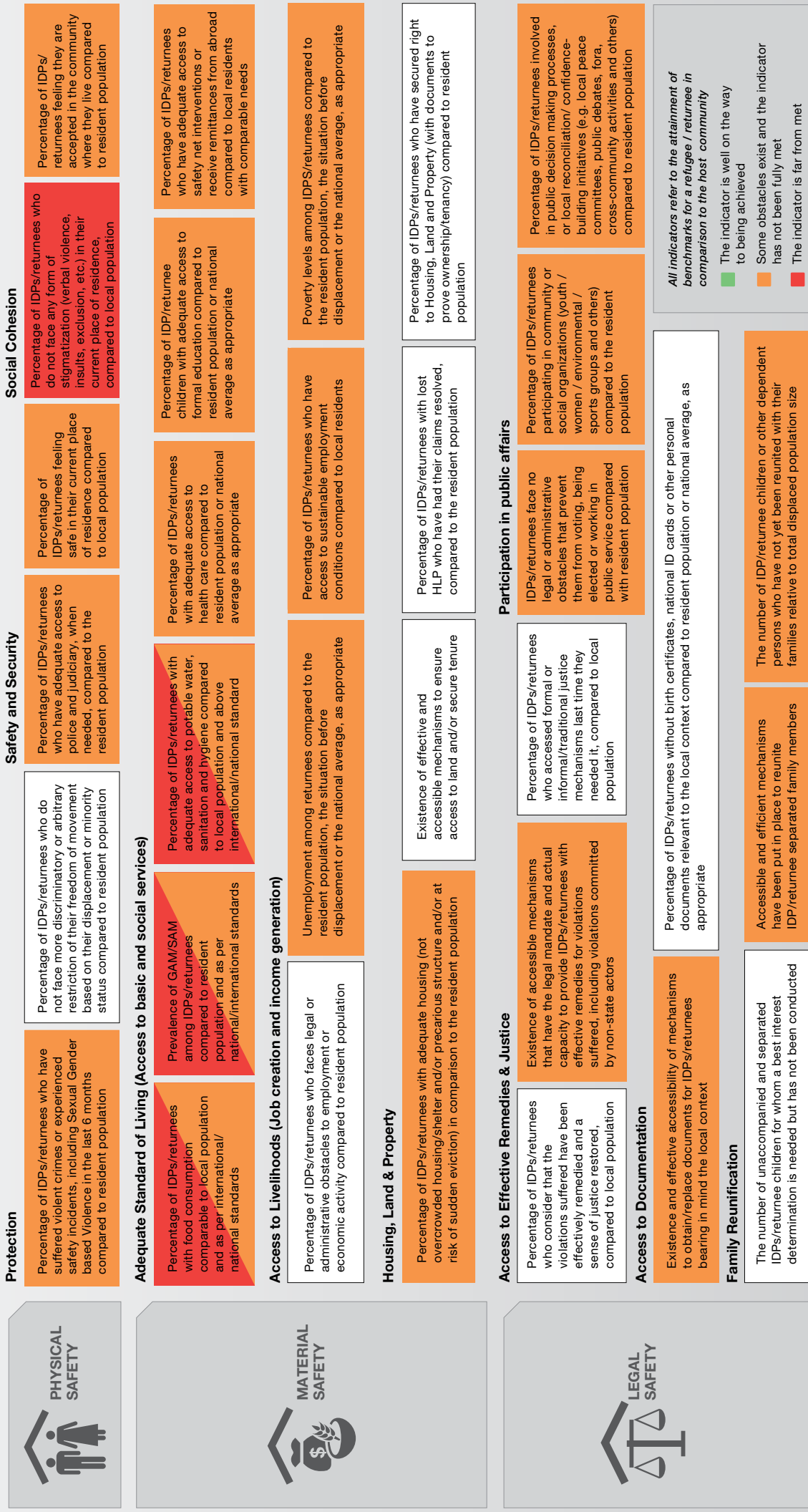
Accessible and efficient mechanisms have been put in place to reunite IDP/returnee separated family members

The number of IDP/returnee children or other dependent persons who have not yet been reunited with their families relative to total displaced population size

All indicators refer to the attainment of benchmarks for a refugee / returnee in comparison to the host community

- The indicator is well on the way to being achieved
- Some obstacles exist and the indicator has not been fully met
- The indicator is far from met
- Data unavailable
- Incomplete data exists

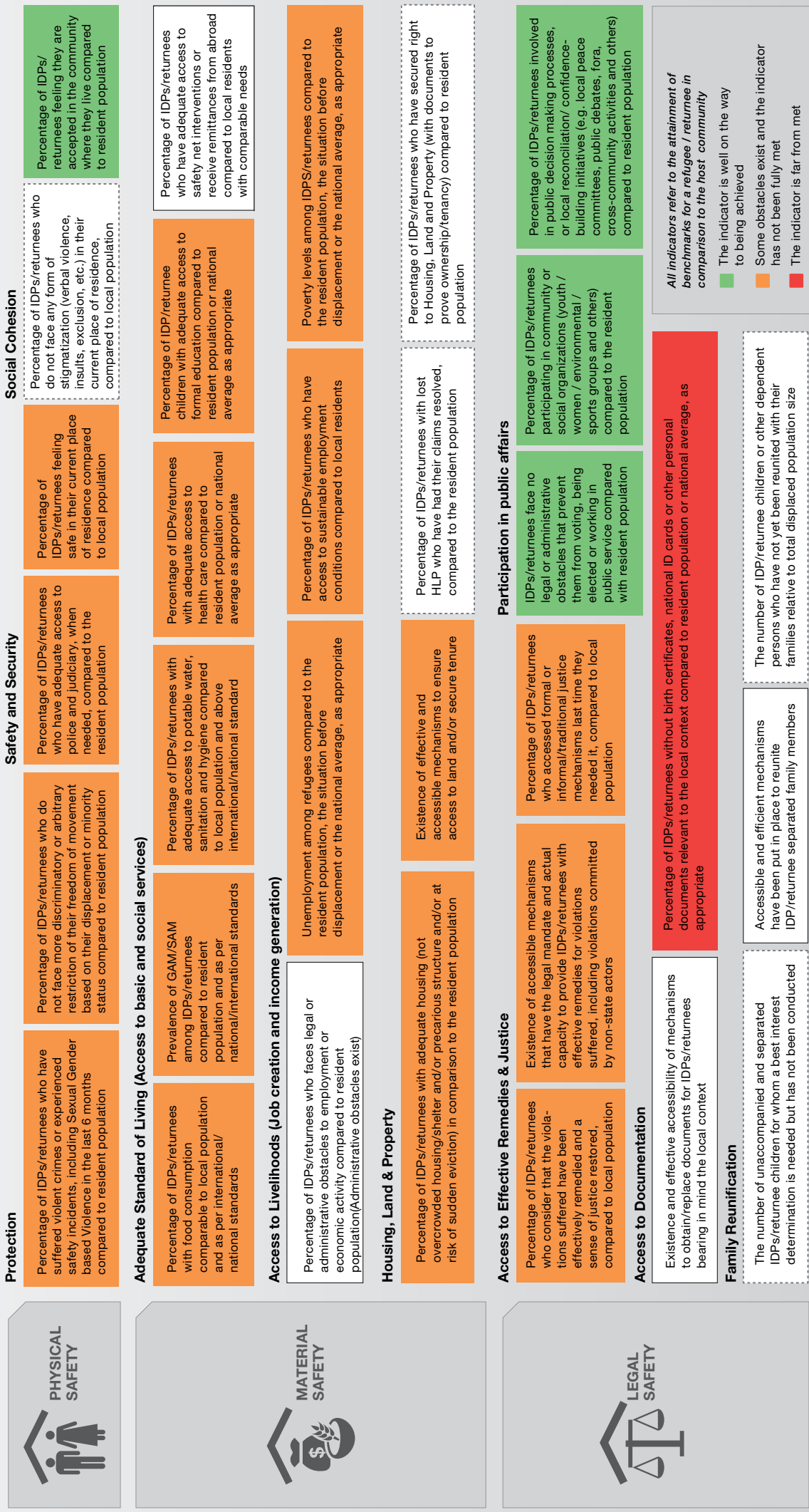
The Regional Durable Solutions Secretariat (ReDSS) operationalized the IASC Framework for Durable Solutions for IDPs to develop the ReDSS Solutions Framework for displacement affected communities. It comprises the 8 IASC criteria using 37 IASC indicators organized around physical, material and legal safety to measure durable solutions achievements in a particular context. The framework analysis serves as an evidence base to enable relevant stakeholders to work more effectively and consistently in the search and realization of durable solutions. This info graphic offers a snapshot in time to assess to what extent local integration for returnees and IDPs in Somalia have been achieved.



The Regional Durable Solutions Secretariat (ReDSS) operationalized the IASC Framework for Durable Solutions for IDPs to develop the ReDSS Solutions framework for displacement affected communities. It comprises the 8 IASC criteria using 31 IASC indicators organized around physical, material and legal safety to measure durable solutions achievements in a particular context. The framework analysis serves as an evidence base to enable relevant stakeholders to work more effectively and consistently in the search and realization of durable solutions. This info graphic offers a snapshot in time to assess to what extent local integration for returnees and IDPs in Somalia have been achieved.



SOLUTIONS FRAMEWORK LOCAL INTEGRATION-RETURNEE/IDP FOCUS BAY – SOMALIA 2016/17 ANALYSIS OF DATA: ALL POPULATION



The Regional Durable Solutions Secretariat (ReDSS) operationalized the IASC Framework for Durable Solutions for IDPs to develop the ReDSS Solutions framework for displacement affected communities. It comprises the 8 IASC criteria using 31 IASC indicators organized around physical, material and legal safety to measure durable solutions achievements in a particular context. The framework analysis serves as an evidence base to enable relevant stakeholders to work more effectively and consistently in the search and realization of durable solutions. This info graphic offers a snapshot in time to assess to what extent local integration for returnees and IDPs in Somalia have been achieved.



PHYSICAL SAFETY

Protection

Percentage of IDPs/returnees who have suffered violent crimes or experienced safety incidents, including Sexual Gender based Violence in the last 6 months compared to resident population

Safety and Security

Percentage of IDPs/returnees who do not face more discriminatory or arbitrary restriction of their freedom of movement based on their displacement or minority status compared to resident population

Percentage of IDPs/returnees who have adequate access to police and judiciary, when needed, compared to the resident population

Social Cohesion

Percentage of IDPs/returnees who do not face any form of stigmatization (verbal violence, insults, exclusion, etc.) in their current place of residence, compared to local population

Percentage of IDPs/returnees feeling safe in their current place of residence compared to local population

Percentage of IDPs/returnees who have adequate access to health care compared to resident population or national average as appropriate

Percentage of IDPs/returnees who do not face any form of stigmatization (verbal violence, insults, exclusion, etc.) in their current place of residence, compared to local population

Percentage of IDPs/returnees who have adequate access to safety net interventions or receive remittances from abroad compared to local residents with comparable needs

MATERIAL SAFETY

Adequate Standard of Living (Access to basic and social services)

Prevalence of GAM/SAM among IDPs/returnees compared to resident population and as per international/national standards

Percentage of IDPs/returnees with adequate access to potable water, sanitation and hygiene compared to local population and above international/national standard

Percentage of IDPs/returnees with adequate access to formal education compared to resident population or national average as appropriate

Access to Livelihoods (Job creation and income generation)

Unemployment among refugees compared to the resident population, the situation before displacement or the national average, as appropriate

Percentage of IDPs/returnees who have access to sustainable employment conditions compared to local residents

Percentage of IDPs/returnees with adequate access to formal education compared to resident population or national average as appropriate

Poverty levels among IDPs/returnees compared to the resident population, the situation before displacement or the national average, as appropriate

LEGAL SAFETY

Access to Effective Remedies & Justice

Existence of accessible mechanisms that have the legal mandate and actual capacity to provide IDPs/returnees with effective remedies for violations suffered, including violations committed by non-state actors

Percentage of IDPs/returnees who accessed formal or informal/traditional justice mechanisms last time they elected or working in public service compared to resident population

Percentage of IDPs/returnees face no legal or administrative obstacles that prevent them from voting, being elected or working in public service compared to resident population

Participation in public affairs

Percentage of IDPs/returnees participating in community or social organizations (youth / women / environmental / sports groups and others) compared to the resident population

Percentage of IDPs/returnees involved in public decision making processes, or local reconciliation/ confidence-building initiatives (e.g. local peace committees, public debates, fora, cross-community activities and others) compared to resident population

Percentage of IDPs/returnees who have secured right to Housing, Land and Property (with documents to prove ownership/tenancy) compared to resident population

Percentage of IDPs/returnees with lost HLP who have had their claims resolved, compared to the resident population

Access to Documentation

Existence and effective accessibility of mechanisms to obtain/replace documents for IDPs/returnees bearing in mind the local context

Family Reunification

The number of unaccompanied and separated IDPs/returnee children for whom a best interest determination is needed but has not been conducted

Percentage of IDPs/returnees without birth certificates, national ID cards or other personal documents relevant to the local context compared to resident population or national average, as appropriate

Accessible and efficient mechanisms have been put in place to reunite IDP/returnee separated family members

The number of IDP/returnee children or other dependent persons who have not yet been reunited with their families relative to total displaced population size

Housing, Land & Property

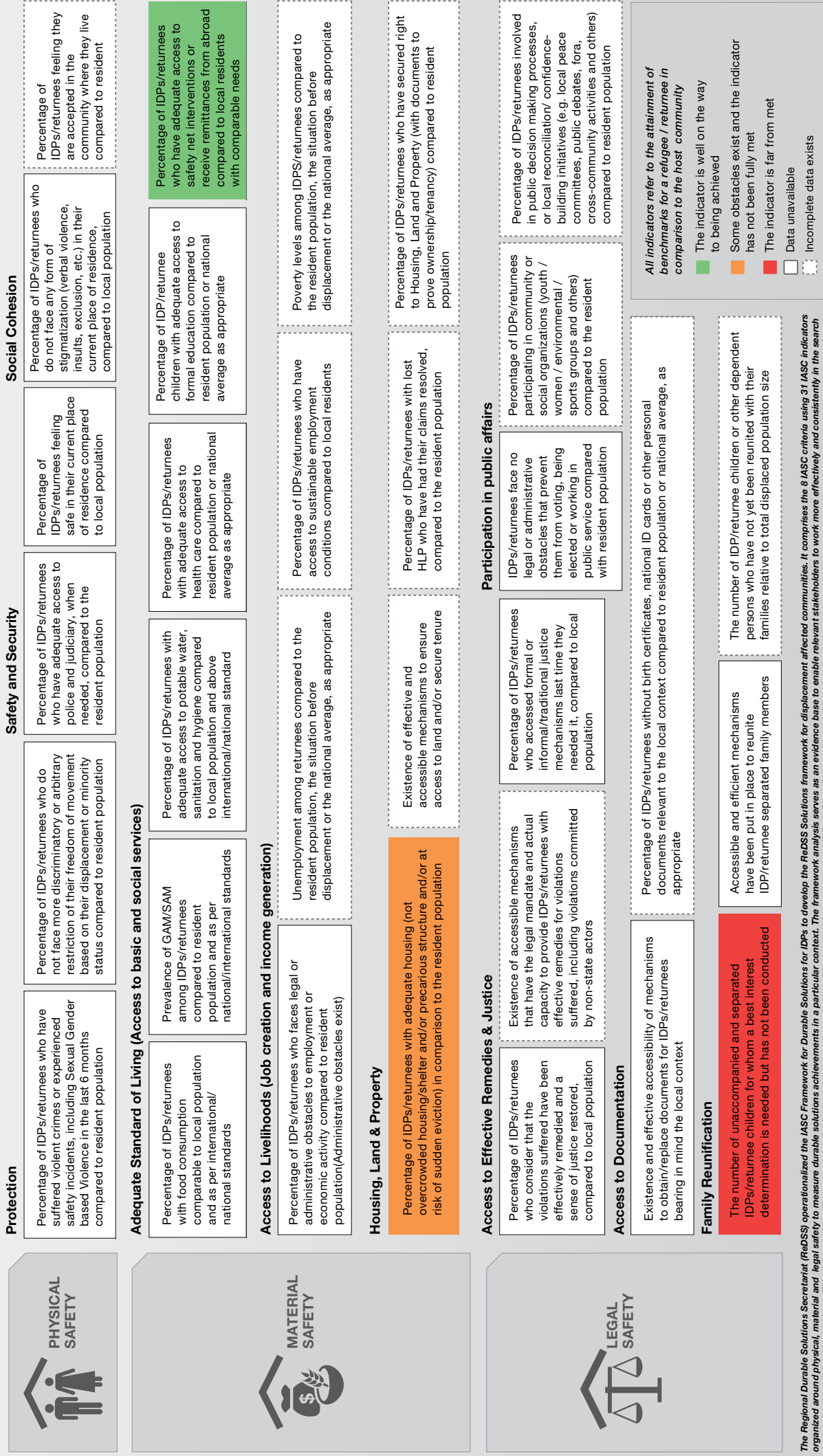
Percentage of IDPs/returnees with adequate housing (not overcrowded housing/shelter and/or precarious structure and/or at risk of sudden eviction) in comparison to the resident population

Existence of effective and accessible mechanisms to ensure access to land and/or secure tenure

All indicators refer to the attainment of benchmarks for a refugee / returnee in comparison to the host community

- Green: The indicator is well on the way to being achieved
- Orange: Some obstacles exist and the indicator has not been fully met
- Red: The indicator is far from met
- White: Data unavailable
- Dashed: Incomplete data exists

The Regional Durable Solutions Secretariat (ReDSS) operationalized the IASC Framework for Durable Solutions for IDPs to develop the ReDSS Solutions Framework for displacement affected communities. It comprises the 8 IASC criteria using 31 IASC indicators organized around physical, material and legal safety to measure durable solutions achievements in a particular context. The framework analysis serves as an evidence base to enable relevant stakeholders to work more effectively and consistently in the search and realization of durable solutions. This info graphic offers a snapshot in time to assess to what extent local integration for returnees and IDPs in Somalia have been achieved.



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PHYSICAL SAFETY

Protection

Percentage of IDPs/returnees who have suffered violent crimes or experienced safety incidents, including Sexual Gender based Violence in the last 6 months compared to resident population

Percentage of IDPs/returnees who do not face more discriminatory or arbitrary restriction of their freedom of movement based on their displacement or minority compared to resident population

Safety and Security

Percentage of IDPs/returnees who have adequate access to police and judiciary, when needed, compared to the resident population

Percentage of IDPs/returnees feeling safe in their current place of residence compared to local population

Social Cohesion

Percentage of IDPs/returnees who do not face any form of stigmatization (verbal violence, insults, exclusion, etc.) in their current place of residence, compared to local population

Percentage of IDPs/returnees feeling they are accepted in the community where they live compared to resident population

Adequate Standard of Living (Access to basic and social services)

Percentage of IDPs/returnees with food consumption comparable to local population and as per international/national standards

Prevalence of GAM/SAM among IDPs/returnees compared to resident population and as per national/international standards

Percentage of IDPs/returnees with adequate access to potable water, sanitation and hygiene compared to local population and as per international/national standard

Percentage of IDPs/returnees with adequate access to health care compared to resident population or national average as appropriate

Percentage of IDP/returnee children with adequate access to formal education in adequate conditions and quality compared to resident population or national average as appropriate

Percentage of IDPs/returnees who have adequate access to safety net interventions or receive remittances from abroad compared to local residents with comparable needs

Access to Livelihoods (Job creation and income generation)

Percentage of IDP/returnees who face legal or administrative obstacles to employment or economic activity compared to resident population

Unemployment among returnees compared to the resident population, the situation before displacement or the national average, as appropriate

Percentage of IDPs/returnees who have access to sustainable employment conditions compared to local residents

Poverty levels among IDPs/returnees compared to the resident population, the situation before displacement or the national average, as appropriate

Housing, Land & Property

Percentage of IDPs/returnees without adequate housing (overcrowded housing/shelter and/or precarious structure and/or at risk of sudden eviction) in comparison to the resident population

Existence of effective and accessible mechanisms to ensure access to land and/or secure tenure

Percentage of IDPs/returnees with lost HLP who have had their claims resolved, compared to the resident population

Percentage of IDPs/returnees who have secured right to Housing, Land and Property (with documents to prove ownership/tenancy) compared to resident population

Access to Effective Remedies & Justice

Percentage of IDPs/returnees who consider that the violations suffered have been effectively remedied and a sense of justice restored, compared to local population

Existence of accessible mechanisms that have the legal mandate and actual capacity to provide IDPs/returnees with effective remedies for violations suffered, including violations committed by non-state actors

Percentage of IDPs/returnees who accessed formal or informal/traditional justice mechanisms last time they needed it, compared to local population

IDPs/returnees face no legal or administrative obstacles that prevent them from voting, being elected or working in public service compared with resident population

Percentage of IDPs/returnees participating in community or social organizations (youth / women / environmental / sports groups and others) compared to the resident population

Percentage of IDPs/returnees involved in public decision making processes, or local reconciliation/ confidence-building initiatives (e.g. local peace committees, public debates, fora, cross-community activities and others) compared to resident population

Access to Documentation

Existence and effective accessibility of mechanisms to obtain/replace documents for IDPs/returnees bearing in mind the local context

Percentage of IDPs/returnees without birth certificates, national ID cards or other personal documents relevant to the local context compared to resident population or national average, as appropriate

Family Reunification

The number of unaccompanied and separated IDPs/returnee children for whom a best interest determination is needed but has not been conducted

Accessible and efficient mechanisms have been put in place to reunite IDP/returnee separated family members

The number of IDP/returnee children or other dependent persons who have not yet been reunited with their families relative to total displaced population size

All indicators refer to the attainment of benchmarks for a refugee / returnee in comparison to the host community

- The indicator is well on the way to being achieved
- Some obstacles exist and the indicator has not been fully met
- The indicator is far from met
- Data unavailable
- Incomplete data exists



PHYSICAL SAFETY

MATERIAL SAFETY

LEGAL SAFETY

Protection

Percentage of IDPs/returnees who have suffered violent crimes or experienced safety incidents, including Sexual Gender based Violence in the last 6 months compared to resident population

Percentage of IDPs/returnees who do not face more discriminatory or arbitrary restriction of their freedom of movement based on their displacement or minority status compared to resident population

Percentage of IDPs/returnees who have adequate access to police and judiciary, when needed, compared to the resident population

Percentage of IDPs/returnees feeling safe in their current place of residence compared to local population

Percentage of IDPs/returnees who do not face any form of stigmatization (verbal violence, insults, exclusion, etc.) in their current place of residence, compared to local population

Social Cohesion

Percentage of IDPs/returnees with food consumption comparable to local population and as per international/national standards

Prevalence of GAM/SAM among IDPs/returnees compared to resident population and as per national/international standards

Percentage of IDPs/returnees with adequate access to potable water, sanitation and hygiene compared to local population and above international/national standard

Percentage of IDPs/returnees with adequate access to health care compared to resident population or national average as appropriate

Percentage of IDP/returnee children with adequate access to formal education compared to resident population or national average as appropriate

Percentage of IDPs/returnees who have adequate access to safety net interventions or receive remittances from abroad compared to local residents with comparable needs

Access to Livelihoods (Job creation and income generation)

Percentage of IDPs/returnees who faces legal or administrative obstacles to employment or economic activity compared to resident population

Unemployment among returnees compared to the resident population, the situation before displacement or the national average, as appropriate

Percentage of IDPs/returnees who have access to sustainable employment conditions compared to local residents

Poverty levels among IDPs/returnees compared to the resident population, the situation before displacement or the national average, as appropriate

Housing, Land & Property

Percentage of IDPs/returnees with adequate housing (not overcrowded housing/shelter and/or precarious structure and/or at risk of sudden eviction) in comparison to the resident population

Existence of effective and accessible mechanisms to ensure access to land and/or secure tenure

Percentage of IDPs/returnees with lost HLP who have had their claims resolved, compared to the resident population

Percentage of IDPs/returnees who have secured right to Housing, Land and Property (with documents to prove ownership/tenancy) compared to resident population

Access to Effective Remedies & Justice

Percentage of IDPs/returnees who consider that the violations suffered have been effectively remedied and a sense of justice restored, compared to local population

Existence of accessible mechanisms that have the legal mandate and actual capacity to provide IDPs/returnees with effective remedies for violations suffered, including violations committed by non-state actors

Percentage of IDPs/returnees who accessed formal or informal/traditional justice mechanisms last time they needed it, compared to local population

Percentage of IDPs/returnees face no legal or administrative obstacles that prevent them from voting, being elected or working in public service compared with resident population

Percentage of IDPs/returnees involved in public decision making processes, or local reconciliation/ confidence-building initiatives (e.g. local peace committees, public debates, fora, cross-community activities and others) compared to resident population

Access to Documentation

Existence and effective accessibility of mechanisms to obtain/replace documents for IDPs/returnees bearing in mind the local context

Percentage of IDPs/returnees without birth certificates, national ID cards or other personal documents relevant to the local context compared to resident population or national average, as appropriate

Family Reunification

The number of unaccompanied and separated IDPs/returnee children for whom a best interest determination is needed but has not been conducted

Accessible and efficient mechanisms have been put in place to reunite IDP/returnee separated family members

The number of IDP/returnee children or other dependent persons who have not yet been reunited with their families relative to total displaced population size

All indicators refer to the attainment of benchmarks for a refugee / returnee in comparison to the host community

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The Regional Durable Solutions Secretariat (ReDSS) operationalized the IASC Framework for Durable Solutions for IDPs to develop the ReDSS Solutions Framework for displacement affected communities. It comprises the 8 IASC criteria using 31 IASC indicators organized around physical, material and legal safety to measure durable solutions achievements in a particular context. The framework analysis serves as an evidence base to enable relevant stakeholders to work more effectively and consistently in the search and realization of durable solutions. This info graphic offers a snapshot in time to assess to what extent local integration for returnees and IDPs in Somalia have been achieved.

LIST OF ORGANIZATIONS/NETWORKS/CONSORTIA/COORDINATION MECHANISMS CONSULTED

Organization/networks/consortia/coordination	Type of organization
ACTED	Non Governmental Organization (NGO)
ADRA Somalia	Non Governmental Organization (NGO)
Bay Regional Council	Government
Bay Chamber of Commerce	Private sector
Baidoa District Council	Government
Baidoa Civil Society representative's	Civil Society
Building Resilient Communities in Somalia (BRCiS)	Resilience Consortium of NGOs led by the Norwegian Refugee Council
Comitato italiano per lo sviluppo dei popoli (CIPS)	Non Governmental Organization (NGO)
Danish Refugee Council (DRC)	Non Governmental Organization (NGO)
Danish Demining Group (DDG)	Non Governmental Organization (NGO)
Education Cluster	Coordination of UN and NGOs
GREDO	Non Governmental Organization (NGO)
GRRN	Non Governmental Organization (NGO)
Information Management Working Group (IMWG)	Working Group of UN agencies and INGOs (chaired by the UN Office for the Coordination of Humanitarian Affairs)
International Organization for Migration	UN Agency
Inter Cluster Coordination Group	Coordination (chaired by the UN Office for the Coordination of Humanitarian Affairs)
INTERSOS	Non Governmental Organization (NGO)
NCRI (Somalia High Commission for Refugees and IDPs) Baidoa Office	Government Agency
Norwegian Refugee Council	Non Governmental Organization (NGO)
Protection and Return Monitor Network (PRMN)	Network (hosted by Norwegian Refugee Council)
Protection Cluster	Coordination of UN and NGOs
REACH	Joint initiative of IMPACT, ACTED, and UNOSAT
Rural Education and Agriculture Development Organization (READO)	Non Governmental Organization (NGO)
SCWRW	Non Governmental Organization (NGO)
South West State Ministry of Labour and Employment	Government

South West State Ministry of Interior	Government
South West State Ministry of Information and Public Awareness	Government
South West State Ministry of Women and Human Rights	Government
STREAM	Resilience Consortium of NGOs led by ACTED
SYPD	Non Governmental Organization (NGO)
Swisso Calmo	Non Governmental Organization (NGO)
UN Habitat	UN Agency
United Nations Children's Fund (UNICEF)	UN Agency
United Nations Development Programme (UNDP)	UN Agency
United Nations High Commissioner for Refugees (UNHCR)	UN Agency
UN Humanitarian Coordinator/Resident Coordinator Office	UN in Somalia
World Vision	Non Governmental Organization (NGO)

THEORY OF CHANGE: REDSS SOLUTIONS FRAMEWORK TOOL

GOAL

DISPLACEMENT AFFECTED COMMUNITIES LIVE IN SAFETY AND DIGNITY WITHOUT DISCRIMINATION

IMPACT

COLLABORATIVE STRATEGY

Actors have agreed on key elements; gaps and responsibility sharing in terms of support durable solutions

COLLECTIVE ACCOUNTABILITY

Actors have agreed to collectively amass and share data according to agreed solutions framework thus increasing collective accountability and aiming to catalyze a wider change

INCLUSIVE APPROACH

Actors have agreed to ensure solutions are

- Anchored in an understanding of the situation of the host environment
- Based on input of priorities and perceptions of the displacement affected communities

KEY DOMAINS OF CHANGE

KNOWLEDGE AND EVIDENCE ON DURABLE SOLUTIONS

- Holistic overview of solutions and solutions environment
- Progress of solutions
- Contributions to solutions

PRACTICE IN SUPPORT OF SOLUTIONS

- Data collection / monitoring / involvement
- Joint programming
- Policy and decision making based on evidence

SOLUTIONS FRAMEWORK TOOL DEVELOPED

- Guidance
- Standard data collection protocol to support disaggregation of data
- Online tutorial

DISSEMINATION OF LEARNING

- Practitioners and policy makers learning events
- Quarterly update including challenges

APPLICATION OF THE FRAMEWORK

- Publications and reports
- External evaluation
- Lessons learnt on participatory and consensus building process involving multi stakeholders and sectors

OUTPUTS

Appropriateness: Solutions work is people centered - a community lens approach is used

- Availability of beneficiary 'inputted' data
- Stakeholders confirm usage of beneficiary data
- Participatory process and displacement affected communities surveys
- Framework owned by stakeholders

Coverage: Focus is on displacement affected communities so to ensure involvement of host communities and support a do no harm approach

- Different context and target groups to pilot and test it and to build a database of lessons learnt

Effectiveness: Solution work is holistic approach addressing physical, material and legal safety

- Data is collected on the three safety elements (physical, material and legal safety)
- Implementers consider programming in all three areas
- Policy makers (government and donors) address all the areas

Efficiency: a standard data protocol to support disaggregation of data for better analysis, targeting, coordination and accountability

- Level of input / over time
- Depth of analysis that can be made from aggregated data
- Coordination and connectedness with other initiatives and groups (IASC durable solutions working group, Solution Alliance)
- Standard data protocol and guidance note available
- Framework adopted/ used in different regions

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