

## EXECUTIVE SUMMARY

This report presents a progress review and update on durable solutions programming in displacement-affected communities in three urban centres in Somalia: Mogadishu, Baidoa and Kismayo. It is a follow up from the solutions analyses conducted in the same locations in 2016/2017<sup>1</sup>. These analyses will be repeated every year for the next four years to guide collective work on durable solutions in Somalia and enhance accountability by following the uptake of research and recommendations over time. These annual analyses will also observe the evolution of the durable solutions landscape in Somalia in terms of progress and achievements, challenges and opportunities, and critical success factors to adapt programming.

As of 2019, the pieces of the durable solutions puzzle are present but have not yet come together in a cohesive manner in Somalia. Four factors explain this lack of cohesion. First, this is mainly due to the fact that processes to support and foster durable solutions only began in Somalia in 2016. Second, the influence of external actors is limited in settings in which clan dynamics and related power structures largely define the parameters of what is feasible. Third, striking a balance between immediate and longer-term needs is a complex undertaking in situations of protracted displacement, as is the case in Somalia. Prioritising the range of needs of displacement-affected communities is the work of a collective effort that is dependent on building the capacities of all sectors of Somali society, which requires flexible funding available over extended timeframes. Fourth, progress on durable solutions in Somalia is hindered by inadequate levels of information sharing and joint planning, as well as a lack of common tools and standards for monitoring and evaluation. Inclusiveness, transparency and accountability are key to addressing these shortcomings.

## KEY FINDINGS

### Where is durable solutions programming in Somalia, two years down the line?

**The process of developing and implementing durable solutions in Somalia is formally recognised as a priority by all levels of government.** Since 2016, political commitment exists, evidenced by the inclusion of durable solutions agenda in the Somalia National Development Plan. In 2017/2018, 24 different federal and state-level policies and guidelines have been developed to address the search for durable solutions in Somalia. It is now necessary to operationalise these political commitments. Part A of this report contributes to this effort by assessing and documenting what is and can be done around durable solutions in Mogadishu, Baidoa and Kismayo.

**The durable solutions landscape has expanded, multi-year funding is available and collective outcomes are sought.** Donors are supporting the durable solutions agenda in Somalia by funding implementing partner consortia, working with the government and engaging directly with displacement-affected communities. The Somali private sector, local CSOs and Somali academia, along with development actors, however, are not yet sufficiently part of the durable solutions conversation, which is still largely led by external humanitarian actors. Nonetheless, there is momentum upon which to build in 2019. In particular, it is now time to transition the search for durable solutions to ensure that these processes are properly coordinated and effectively led by national actors. This entails:

- **Greater coordination, leadership and inclusiveness:** it is necessary to strengthen coordination structures and continue to provide capacity development to all levels of government (national, state and municipal). These actions will only be sustainable if they better integrate and support Somali civil society and the diaspora, and if they engage strategically with the Somali private sector to develop and operationalise durable solutions. Capacity development must be inclusive of all Somali stakeholders.
  - **Effective coordination between and with government institutions on data is just as important as coordination between authorities, humanitarian, development, peacebuilding and statebuilding actors:** data collected on displacement in Somalia is still often tailored to informing humanitarian responses and data systems are shaped accordingly. Displacement data systems need to better address the humanitarian–development–peace/statebuilding nexus to help prevent and address protracted displacement and support sustainable (re)integration.

- **Improvements in communication, transparency and accountability:** at present, these systems are fragile and need to be reinforced. Although displacement-affected communities are involved in defining durable solutions to some extent, effective feedback loops are missing, which results in reduced transparency and accountability. Displaced groups (IDPs and returnees) also face difficulties in obtaining their full rights and entitlements under Somali law, causing tensions and creating inequalities both between and among host communities and displaced groups. These dynamics are exacerbated by restricted opportunities for interaction between both groups.
  - **Setting standards for collective planning and monitoring:** accountability will be reinforced when all actors can plan and coordinate on the basis of a common approach and monitor contributions to collective outcomes. Moving beyond attribution to contribution will be possible if information is shared, and if data is fit for policy and programming purposes.

### Are displacement-affected communities better off in 2019 than in 2017?

**Needs have been growing in the context of drought, political instability and increased insecurity on the outskirts of the three cities.** This change is visible in a comparison of the ratings from the first solutions analysis (2016/2017) with the ratings for the 2018/2019 solutions analysis, which are presented in Part B of this report.

- **Mogadishu:** forced evictions and the difficulties of unlocking land-based solutions have led to heightened tensions. Food insecurity and overall physical insecurity are on the rise. In particular, growing concerns are voiced about sexual and gender-based violence (SGBV), which is regarded as one of the most critical protection issues faced by all groups – IDPs, returnees and hosts alike.
- **Baidoa:** ratings have improved on social cohesion and housing, land and property. To a large extent, this is due to government and municipal leadership. Trends nonetheless point to increasing land disputes and rising land prices as issues. Access to basic education has improved for all groups. Planned youth-based livelihood initiatives need strong support to deliver results in 2019.
- **Kismayo:** progress has been made to integrate returnees and IDPs with land allocations, better security and a sense of social cohesion. The lack of attention to how the market and basic services can absorb returnees and IDPs, however, remains a key point for stronger planning.
- **Across all localities:** progress is needed on physical, material and legal safeties. The legal gap in durable solutions is the most visible across all contexts. The lack of rigorous data, joint monitoring and joint analysis is also a critical cross-cutting gap. Without a common foundation for information sharing and data collection, measuring progress remains a subjective endeavour. It is impossible to develop area-based plans and sustainable (re)integration without joint analysis and consistent data collection.

## KEY RECOMMENDATIONS

### 1. Inclusiveness: integrate all sectors of Somali society

**The membership base for durable solutions programming needs to expand to all sectors of Somali society: government, civil society and the private sector.** Key recommendations made in the 2016/2017 solutions analysis by ReDSS have been integrated by the government, UN agencies, and international and national NGOs. A few remain outstanding. Among these are calls for a social compact with the Somali business community to address root causes of poverty and exclusion. This requires a perspective that moves beyond the limits of humanitarian aid. In order to do so, four key issues need to be addressed:

**Working better with the government** means going beyond capacity development and secondments to understanding partnership building and institution building. The request from the different layers of government is to: provide more mentorship and peer support; technical assistance on planning and budgets; improve joint coordination and monitoring; and report to them directly. At present, the risks are that external actors drive the durable solutions process, reports go to donors (not the Somali government) and funding streams are not clear. There needs to be a realistic, localised, well-defined and collectively endorsed capacity development plan for institutions and individuals spanning the coming years at minimum. The timelines should not be dictated by the funding that is currently available but by what is needed in the local context, with funding that matches these needs. In particular, investment in government capacity development should prioritise legal safety, with greater support to documentation, registration systems and the decentralisation of services. Investment in the capacity of the federal member states should focus on creating standards and norms oriented to facilitating coordination and collaboration.

<sup>1</sup> ReDSS / NRC / DRC (2017). Solutions Analyses in Baidoa, Kismayo and Mogadishu; see: <http://regionaldss.org/index.php/research-and-knowledge-management/redss-solution-analyses/somalia-solutions-analyses/>

**Involving the Somali business community in defining local (re)integration** requires a three-tiered approach that addresses the short, medium and long-term needs of the private sector, as adapted to specific needs in Mogadishu, Baidoa and Kismayo. The role of business incubators, the financial sector and the energy sector are clear take-aways from this analysis. Rather than humanitarian organisations setting up business incubators, for example, the existing private sector can deliver follow-up to the trainings that are provided. Similarly, the financial sector can be engaged in a more structured manner to provide loans, channel remittances and support self-help and savings groups. It is also essential to involve the private sector in meeting key needs across water, health, sanitation and education. A discussion about how to make these services affordable and tailor them to the needs of displacement-affected communities is urgently needed.

**Greater inclusion of Somali civil society** is hampered by limited knowledge about and mapping of the range and capacity of civil society organisations. Diaspora investments in civil society have allowed such actors to react quickly to emergency needs, for example through crowdfunding, listening to community requests and delivering support more rapidly than institutional actors. While community action plans have been developed, communities have also voiced their willingness to bring in their own funds and solutions to the needs identified in those plans. Going beyond aid and assistance to community-based solutions means involving Somali civil society in more structural ways. Non-state actors in Somalia can be instrumental in building the capacity of government. Partnerships between the Benadir Regional Administration (BRA) and civil society in Mogadishu, for example, have allowed greater access of services to displacement-affected communities. Reinforcing the role of civil society in supporting the government should be part of capacity development plans. At the same time, the independence of civil society should be respected and nurtured; their accountability to communities supported and strengthened.

The adoption of a shared model for community engagement directly linked to district and government plans will ensure that the priorities identified by communities are responded to by a range of actors, under area-based plans developed by the government, and with the participation of all levels of Somali society.

**Recognising the added value of external actors in the process** is key to achieving durable solutions. First, donors should model processes of greater inclusiveness, transparency and accountability by undertaking joint planning and setting the same standards of delivery and monitoring for all implementers. Second, linking durable solutions programmes with development, resilience and stabilisation actors can help ensure that needs are reached at scale. Third, linkages can be made where the track record of these actors in Somalia has been strong and effective. This is the case, for instance: on security and police reform; on large-scale infrastructure work; and on local economic development and value chain approaches. These three areas offer a way to engage with development and stabilisation actors in the localities surveyed to scale-up durable solutions efforts.

## 2. Set standards to monitor and measure sustainable (re)integration

While durable solutions are generally understood and agreed upon, **joint planning, approaches, monitoring and data collection are missing and need to be developed and adopted.** The lack of shared and common standards can hurt the durable solutions process. Different consortia have adopted their own versions of community engagement mechanisms and their own approaches to livelihoods, instead of using common or jointly planned approaches. The creation of bilateral relationships with different levels of government or new units within government can also lead to both a lack of sustainability and a duplication of systems and efforts. This report highlights the need for mutually agreed and transparent standards across four levels: area-based planning; government engagement; data collection and information sharing; and community engagement.

Joint approaches to area-based local economic development plans and private sector outreach are needed to support the work currently delivered by humanitarian organisations. Donor joint monitoring missions at state levels, for example, should require that state representatives collectively present their plans to donors.

Commitment to developing and operationalising joint accountability and analyses based on common indicators is needed. Stronger microdata and sectoral studies can inform understanding about the well-being of different groups and integration processes in displacement-affected communities. Monitoring data need to be based on common tools across actors working with these communities. This includes a set of joint monitoring and joint information-sharing mechanisms based on standard objective/subjective indicators, qualitative and quantitative tools, and a displacement and longitudinal lens in data collection.

Data is a powerful tool to both recognise and understand displacement. Support to the government in developing national data systems to address the following questions is urgently needed:

- How can a transition be made from data systems designed to collect displacement data with speed and agility, to data systems fit-for-purpose to provide for longer-term information needs?
- How can it be ensured that different datasets on internal displacement are better linked to the national statistical system in Somalia?

## 3. Priorities for 2019/2020

**Mogadishu:** greater investments are needed in 2019/2020 to improve social accountability in response to the protection needs in displacement-affected communities. This includes developing appropriate grievance mechanisms and feedback systems. Pilot programming that moves beyond shelter concerns to meet longer-term housing needs can be reinforced by developing referral pathways. This model can also be expanded to returnees and hosts. Working groups led by the government need to develop a system that integrates both the provision of tenure security and the use of the eviction tracker developed by the protection cluster. Government capacity to invest in physical and legal safeties needs to be enhanced by strengthening the capacities of the police and security forces to respond more effectively to protection needs and incidents. Access to documentation also remains a priority: at present, it is financially prohibitive and administratively difficult for displaced groups to access documentation.

**Baidoa:** reinforcing the links between social cohesion and social protection are key in 2019/2020. Gains made on social cohesion should be tapped into so as to address remaining protection gaps, such as the limited access of IDPs and returnees to food or livelihoods. Investing in local economic development, housing, education, WASH and health allows for gains to be scaled up, notably through community-driven development and infrastructure efforts. These can further improve other ratings as they impact physical and material safety. Lessons learnt should be shared with actors in Kismayo and Mogadishu both to learn from successes and to avoid what is less effective. Supporting the understanding and development of public-private partnerships is an inroad for private sector engagement to support government and operationalise community action plans.

**Kismayo:** scaling up community-driven reconstruction and development programmes with a focus on displacement-affected communities should be paired with stronger education and training of authorities and local populations on durable solutions in 2019/2020. Investments in housing, education and WASH through an integrated services approach can allow programming to evolve beyond strict shelter approaches. Such investments can also help maintain a balance between the supply of (integrated) services and the expectations on the demand side of the service equation. Systems strengthening should be paired with the set-up of grievance mechanisms in each sector. A commitment to joint approaches to economic inclusion programmes targeted at specific age groups, such as youth, and using gender-based programming is needed. These efforts should be framed around value chains and market systems analyses.

**In all locations, collective learning that brings together stakeholders is required,<sup>2</sup> creating space for discussion around the following questions:**

- How to shape multi-scale interventions (i.e. household, community, city, district and state levels) and how these different levels of intervention should complement and contribute to locally led plans?
- How to maintain protection while enhancing development engagement and government-led processes?
- How to best pursue and measure local integration and understand social cohesion in urban contexts?
- How to best combine area-based approaches with population-based approaches for a more holistic understanding of displacement?

<sup>2</sup> This includes humanitarian, development, peacebuilding and statebuilding actors, together with government authorities.

## STRUCTURE OF THE REPORT

This report is organised in four main sections:

- **CONTEXT OVERVIEW:** this section examines relevant changes in the durable solutions landscape since 2016/2017, highlighting the timeliness and momentum that has developed.
- **PART A** reviews progress and challenges related to durable solutions planning and programming. Discussion is structured around four key durable solutions programming principles: 1) area-based planning; 2) sustainable (re)integration; 3) collective outcomes and coordination; and 4) government engagement. Endorsed by stakeholders in Somalia at the end of 2018, these principles are necessary conditions for durable solutions. Part A also includes eight case studies that reflect key lessons learnt from practice.
- **PART B** offers an updated criteria rating for Mogadishu, Baidoa and Kismayo based on the ReDSS Durable Solutions Framework, which looks at the physical, material and legal safety of displaced groups in comparison to their host communities. The framework is comprised of the eight IASC criteria: 1) safety and security, including protection and social cohesion; 2) adequate standard of living (access to basic and social services); 3) access to job creation and economic opportunities; 4) restoration of housing, land and property; 5) access to effective remedies and justice; 6) participation in public affairs; 7) access to documentation; and 8) family reunification.
- **CONCLUSION AND RECOMMENDATIONS:** The report concludes with a proposed way forward, including specific priorities for 2019/2020.



*Credit: Somali woman with child on move. Credit World Bank*