



THE FEDERAL GOVERNMENT OF SOMALIA

The National Durable Solutions Strategy

(2020 – 2024)



BUILDING A BETTER TOMORROW



**National Durable
Solutions Strategy**
(2020-2024)

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FOREWORD FROM THE MINISTER

“We are Investing to Build a Sustainable Future for Displaced Communities in Somalia.”

I am delighted to present you with the Somalia National Durable Solutions Strategy 2020 - 2024, which outlines the strategic visions and goals we have identified to help us fulfill our mission to better serve vulnerable members of our society.

The strategic objectives of this Strategy aim to achieve durable solutions for displacement affected communities in Somalia through evidence-based analyses, a bottom-up and inclusive consensus building approach and the employment of integrated and systematic programming. Specifically, the National Durable Solutions Strategy (NDSS) will act as an operational roadmap setting out a collective vision to guide the implementation of durable solutions programming over a five- year period in Somalia.

In order to implement these strategic objectives, we need to develop an enabling environment in which our human, financial and physical resources are appropriately allocated and deployed. Hence, this strategy will serve as a cornerstone for the Federal Government of Somalia’s endeavors to address displacement in Somalia in a sustainable manner.

The Ministry of Planning, Investment and Economic Development (MOPIED) approaches the next phase of implementation with unprecedented hope, building on the success of developing a National Strategy. Against this background of success, internal and external circumstances require that the MOPIED explores future opportunities and possibilities that will only yield meaningful results through integration within the National Development Plan (NDP 9).

As we promote the Strategy, its implementation and its significant contributions to the overall implementation of Somalia’s NDP-9 remain a priority. In addition, in accordance with the strategic objectives identified in this strategy, MOPIED will focus on Government led processes while identifying and developing durable solutions programs and policies in Somalia.

I am certain that, with government leadership and wide-range collaboration, the goals we aspire to accomplish will in time translate into milestones of which we can all be proud. By investing in durable solutions to displacement, we are investing in building a better future for the people of Somalia, as

well as other regional communities. Therefore, I would like to extend my sincere invitation to all of you to join hands with us as we implement this unique initiative.

The National Durable Solutions Strategy represents the concerted efforts of the Federal Government of Somalia, its partners and stakeholders, whose valuable input has been incorporated in this document. I would like to take this opportunity to thank you all for giving us your support during the process of consultation and drafting.

In the end, the development of this Strategy would not have been possible without the tireless work and leadership of Ms. Zahra Abdi Mohamed, Director for Durable Solutions at MoPIED whose commitment to the displacement affected communities has resulted in the development of this landmark National Durable Solutions Strategy for resolving Somalia's protracted displacement.



Amb. Gamal M. Hassan

Minister of Planning, Investment and
Economic Development
The Federal Government of Somalia



“At heart, of the National Durable Solutions Strategy for Somalia is nothing but developing sustainable solutions to displacement through a whole of government” and “whole of society” approach and aims at solving displacement by bringing change that If displacement affected communities can have access to services and can live somewhere with security of tenure protecting them against evictions (SO1); can participate in public affairs as full citizens (SO2); have access to sustainable livelihoods and employment (SO3); as well as access to justice (SO4), then they can achieve durable solutions because they are able to become self-sufficient and re-join mainstream society. If durable solutions are to be achieved in Somalia, collaboration is required between the Federal Government of Somalia and partners across the board. It is premised on building alliances between groups with similar interests and goals, and communication is required to sustain these goals and to coordinate interventions and activities”.

Zahra Abdi Mohamed

Director for Durable Solutions

Ministry of Planning, Investment and Economic Development

The Federal Government of Somalia

ACKNOWLEDGMENTS

The National Durable Solutions Strategy was developed under the overall leadership of the Durable Solutions Unit, Ministry of Planning, Investment and Economic Development and the contributions of the National Durable Solutions Secretariat. The secretariat bringing together 14 government institutions that provide technical expertise and high-level strategic guidance and oversight ensuring that durable solutions initiatives are prioritised and implemented in Somalia across levels. The members include: Office of the Prime Minister; Ministry of Interior, Federal Affairs and Reconciliation; The National Commission for Refugee and IDPs; Ministry of Humanitarian Affairs and Disaster Management; Ministry of Planning, Investment and Economic Development; Ministry of Labor and Social Affairs; Ministry of Public Works, Reconstruction and Housing; Ministry of Women and Human Rights; Ministry of Agriculture and Irrigation; Ministry of Energy and Water Resources; Ministry of Fishery and Marine Resources; Ministry of Foreign Affairs; Directorate for Environment and Climate Change - Office of the Prime Minister and the Immigration and Naturalization Directorate.

The National Durable Solutions Strategy (NDSS) was developed through an intensive collaboration led by the Federal Government of Somalia, with technical support from the Norwegian Refugee Council (NRC). The Technical Advisory Committee (TAC) supporting this process also comprised Concern Worldwide, the Durable Solutions Programme (Xalka Waara), Danwadaag Solutions Consortia, the International Organisation for Migration (IOM), the Integrated Office of the UN Resident Coordinator for Somalia (RCO), United Nations Development Programme (UNDP), United Nations High Commissioner for Refugees (UNHCR), the Regional Durable Solutions Secretariat (ReDSS) and Durable Solutions Secretariat represented by Ministry of Planning and the National Commission for Refugees and IDPs.

Specific efforts were made to ensure a diverse cross section of views with over 120 Key Informant Interviews with government actors at federal and state levels, donors, United Nations (UN) agencies, International non-governmental organisations, intergovernmental organisations, Civil Society Organisations (CSOs), private sector actors, displacement affected communities, academics and community leaders at national, municipality and local levels. A complete list of contributors to the NDSS can be found in Annex 3. We would also like to thank the internally displaced persons, refugee-returnees, host community members and refugees who provided information and shared their experiences.

The core technical coordination team for development of the NDSS consisted of Zahra Abdi (Durable Solutions Manager), Shezane Kirubi (Durable Solutions manager, Norwegian Refugee Council) Evelyn Aero (Regional Advisor Information, Counselling and Legal Assistance, Norwegian Refugee Council) and Teresa Del Ministro (Durable Solutions Coordinator, Integrated Office of the UN Resident Coordinator for Somalia). Data collection and field work was conducted by Fauzia Nakueira and Horn Population Research and Development as independents consultants commissioned for this scope of work. The monitoring and evaluation framework accompanying the NDSS was developed with the technical guidance from the Joint Internally Displaced Persons Profiling Service (JIPS). Special thanks to Professor Walter Kaelin (Special Advisor to the RC/HC in Somalia and Ukraine on Protracted Internal Displacement) and Peter de Clercq (former Deputy Special Representative, Resident, Humanitarian Coordinator in Somalia) who provided overall strategic guidance and support during the development of the NDSS. There are many others who contributed to the development of the NDSS who have not been mentioned here. Their contributions are duly acknowledged. Finally, this strategy is the culmination of a wide range of efforts from respondents and we remain grateful to all who participated for all their insights as well as the staff of the many government offices at all levels that provided data, analysis and support.

ACRONYMS

AIMS	Aid Information Management System
ASR	Assisted Spontaneous Return
BRA	Banadir Regional Administration
CAP	Community Action Plan
CRRF	Comprehensive Refugee Response Framework
DACs	Displacement Affected Communities
DECC	Directorate of Environment and Climate Change
DINA	Droughts Impact and Needs Assessment
DNS	Directorate of National Statistics
DSRSG/RC/HC	Integrated Office of the Deputy Special Representative of the Secretary-General, Resident and Humanitarian Coordinator for Somalia
DSI	Durable Solutions Initiative
DSS	Durable Solutions Secretariat
FAO	Food and Agriculture Organization
FGD	Focus Group Discussion
FGS	Federal Government of Somalia
FMS	Federal Member States
GBV	Gender Based Violence
GDP	Gross Domestic Product
GRC	Global Refugee Compact
GRF	Global Refugee Forum
HCT	Humanitarian Country Team
HH	Household
IASC	Inter-Agency Standing Committee
IDPs	Internally Displaced Persons
IGAD	Inter-Governmental Authority on Development
JIPS	Joint Internally Displaced Persons Profiling Service
IOM	International Organisation for Migration
KII	Key Informant Interview
MSME	Micro Small and Medium Enterprise
MoAI	Ministry of Agriculture and Irrigation
MoEWR	Minister of Energy and Water Resources
MoFA	Ministry of Foreign Affairs
MoFMR	Ministry of Fishery and Marine Resources
MoHADM	Ministry of Humanitarian Affairs and Disaster Management
MoIFAR	Ministry of Interior, Federalism and Reconciliation
MoJ	Ministry of Justice
MoLSA	Ministry of Labor and Social Affairs

MoPIED	Ministry of Planning, Investment and Economic Development
MoPWRH	Ministry of Public Works, Reconstruction and Housing
MoWHR	Ministry of Women and Human Rights
NCRI	National Commission for Refugees and Internally Displaced Persons
NDP	National Development Plan
NDRA	National Displacement and Refugee Agency
NDSS	National Durable Solutions Strategy
NRC	Norwegian Refugee Council
OCHA	United Nations Office of Coordination for Humanitarian Affairs
OPM	Office of the Prime Minister
PESS	Population Estimation Survey
ReDSS	Regional Durable Solutions Secretariat
RMA	River Management Authority
RRF	Recovery and Resilience Framework
RSD	Refugee Status Determination
SHFS	Somalia High Frequency Surveys
SNBS	Somalia National Bureau of Statistics
SPVA	Somalia Poverty and Vulnerability Assessment
SWS	South West State
TVET	Technical and Vocational Education and Training
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNOPS	United Nations Office for Project Services
WFP	World Food Programme

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1

INTRODUCTION





Executive Summary

Somalia as a nation, continues to face multiple challenges and obstacles to finding durable solutions to forced displacement. Protracted displacement issues that undermine peacebuilding and state reconstruction, are drivers of fragility not only for Somalia, but for the whole of the Horn of Africa region. The Federal Government of Somalia (FGS), supported by partners, realised that broad coalitions among humanitarian, development, peace and state building actors, under the leadership of local authorities and informed by communities affected by displacement, were instrumental to holistically address the root causes of displacement and its consequences.

The emergence of Federal Member States (FMS) has led to increased coordination and government ownership in displacement issues. Since 2016, strong political commitments to achieving durable solutions for Displacement Affected Communities (DACs) are therefore validated by an increased leadership of Somalia's national and local authorities at the normative, institutional and operational levels. The inclusion of the durable solutions agenda in national and local development plans and investments for instance, has led to an evolution of the Somali institutional framework. Anchoring the work on durable solutions within Somalia's Social Development priorities has also created an enabling environment that can support, more

The inclusion of the durable solutions agenda in national and local development plans and investments has led to an evolution of the Somali institutional framework

innovative and impactful durable solutions initiatives. At the same time, Somalia has adopted an impressive array of new policies to protect the rights of DACs and subsequently reduce the disenfranchisement and grievances that arise from abuse, inequality, impunity and exclusion. Furthermore, prioritising the work on displacement is an immediate strategic priority for the Government's commitment to reduce poverty and successfully complete the process conducted in the framework of the Highly Indebted Poor Country Initiative. Unlike other impoverished communities, DACs in Somalia are concentrated in accessible urban areas and poverty reduction interventions can be more easily implemented. Overall, this level of government support strongly increases the likelihood of durable solutions interventions achieving impact at scale. The Comprehensive Refugee Response Framework (CRRF)/ Global Refugee Compact (GRC), the Nairobi Declaration and related thematic declarations on education, jobs and livelihoods, and resilience all underscore the need for a strengthened framework for regional and global integration and cooperation on durable solutions.

Recognising that finding durable solutions to forced displacement requires a broad institutional engagement, a Durable Solutions Secretariat of the FGS was established in 2019. This government-led body which brings together 14 government institutions aims to provide technical expertise and high-level strategic guidance and oversight to ensure that durable solutions initiatives are prioritised and implemented in Somalia across levels and are

in line with the NDP-9, Resilience and Recovery Framework (RRF), and other relevant government frameworks and policies.

Although there are a lot of positive practises emerging and strong advances on building the architecture and cross-government approaches to sustain durable solutions, there remains key challenges and barriers that exist and need to be addressed. These include the low technical, institutional, and financial capacity of government actors, limited long-term funding streams and donor fatigue, protracted and recurring humanitarian crises, issues of perceived trust in and accountability of international aid, weak urban systems and rapid urbanisation rates, marginalisation, insecurity, and lack of access in large parts of South and Central Somalia. Overcoming these challenges requires a long-term development approach that complements the humanitarian response. The FGS therefore embeds the durable solutions agenda within a development approach that holistically addresses the multi-dimensional challenges of poverty, inequality and vulnerability in the country. Doing so is essential to continue Somalia's transition toward greater stability, economic prosperity, resilience, and human development. The National Durable Solutions Strategy (NDSS) will help the Somalia government guarantee a fiscal and political space for the durable solutions agenda, develop a clear and realistic vision for durable solutions, guide implementation, and link durable solutions with other policy actions to achieve comprehensive outcomes.

Recognising that finding durable solutions to forced displacement requires a broad institutional engagement, a Durable Solutions Secretariat of the FGS was established in 2019.

About this document

The NDSS acts as an operational roadmap that sets out a collective vision, strategic objectives and principles to guide the implementation of durable solutions programming and policies in Somalia over a 5 – year time frame. The NDSS is expected to pave the way for the progressive realisation of an enabling environment in which DACs including Internally Displaced Persons (IDPs), refugees, asylum seekers, refugee returnees and vulnerable host communities can gradually access durable solutions in an equitable and non-discriminatory manner. The strategy's longer-term intent is to reduce and mitigate the adverse impacts of displacement created by recurrent natural disasters and related links with conflicts and governance.

Vision

Achieving durable solutions for displacement affected communities in Somalia through evidence-based analyses, a bottom-up and inclusive consensus building approaches, and integrated and systematic programming.

Theory of change

If displacement affected communities can have access to services and can live somewhere with security of tenure protecting them against forced evictions (SO1); can participate in public affairs as full citizens in a safe and secure environment (SO2); have access to sustainable livelihoods and employment (SO3); as well as access to justice (SO4), then they can achieve durable solutions because they are able to become self-sufficient and re-join mainstream society.

The NDSS has closely aligned its priorities with the direction set forth by National Development

Plan 9 (NDP-9)¹ and the National Policy on Refugee-Returnees and IDPs², Recovery and Resilience Framework (RRF)³, the Inter-Governmental Authority on Development (IGAD), National Action Plan for Durable Solutions for Refugee-returnees and IDPs and other key federal and state level policies. Additionally, this strategy places focus on operationalisation of the commitments made by the FGS at the Global Refugee Forum (GRF)⁴ which were quite significant. The NDSS recognises the strategic relevance of resolving displacement as a way to accelerate poverty reduction countrywide. The strategy intends to redress these imbalances through collective engagement by ensuring a whole of government and whole of society approach. Strategic priorities set forth in this document include:

- To increase the resilience of displacement affected communities by ensuring equitable access to public services, housing with security of tenure, and social safety nets through a rights and needs based approach.
- To increase accountability of authorities towards displacement affected communities by ensuring participation in peace and state building processes through guaranteeing their safe and security and access to legal identity.
- To increase access to sustainable livelihoods and employment opportunities by displacement affected communities by creating conditions conducive to the achievement of their self-reliance.
- To increase access to justice and rule of law by displacement affected communities by strengthening formal and informal justice structures.
- To invest in early and long-term solutions to reduce and prevent displacement caused by drought and floods.

The NDSS will be in effect for 5 years between November 2020 and 2024 (Phase I), and it is intended to be a living document to be adapted to emerging priorities and dynamic context. Strategic objectives and focus areas of intervention put forth in this document are therefore not exhaustive of Somalia's needs. With this regard, this strategy is embedded within a long-term vision of Somalia and proposes a second phase from 2024 – 2040. Sequencing of interventions within a longer time frame will allow the government to address key aspects such as rapid urbanisation and growing demand for resources, development of rural economies in the age of climate change, economic development, stabilisation and resilience. Such an approach will ensure that durable solutions interventions are delivered in a way that is holistic and properly targeted, but also realistic and incremental, considering the scale of challenges.

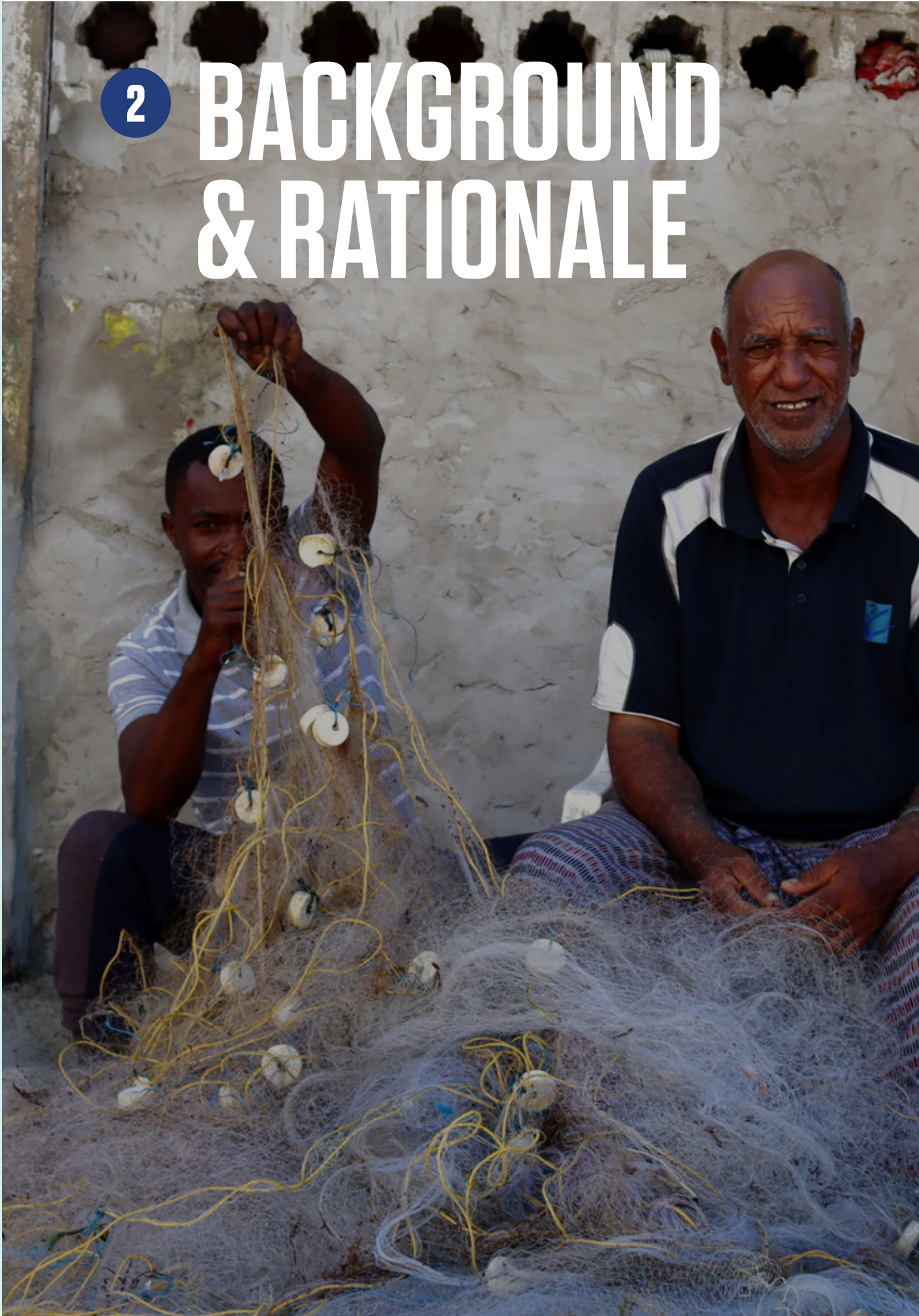
The NDSS is expected to pave the way for the progressive realisation of an enabling environment in which DACs including Internally Displaced Persons (IDPs), refugees, asylum seekers, refugee returnees and vulnerable host communities can gradually access durable solutions in an equitable and non-discriminatory manner.





2

BACKGROUND & RATIONALE





Total Population

14.3M

Population below age 30

75%

Number of IDPs

2.6M+

Demographics

Somalia's total population growth is estimated to be around 14.3 million⁵. Like many countries in sub-Saharan Africa, the Somali population is predominantly young with 75 percent of it estimated to be under the age of 30, and almost 50 percent under the age of 15⁶. Somalia is also one of the fastest urbanising countries in the world, with around 40 percent of the population residing in urban areas, including Mogadishu with 10 percent, while nomadic pastoralists make up 26 percent and agro-pastoralist communities 23 percent⁷. It is estimated that by 2026, one out of every two Somalis will live in an urban area.⁸ Furthermore, displaced populations and host communities have an almost identical demographic structure. Both IDPs and host communities for instance, are overwhelmingly young and slightly skew toward male⁹.

Displacement Context

The drivers of forced displacement in Somalia are complex, multiple and overlapping, but are mainly related to armed conflict and climate-related events such as drought and floods. According to the Somalia Drought Impact Needs Assessment (DINA)¹⁰, drought in Somalia has worsened conflict over natural resources and pastureland, and armed conflict and insecurity, in turn, has undermined already precarious agricultural and pastoral livelihoods, thereby further exacerbating displacement¹¹. Furthermore, three consecutive significant rainy seasons, (Deyr 2019, Gu 2020 and Haggaa 2020-traditionally dry) has triggered massive new displacements and further disruption to livelihoods¹². According to data from the Post Return Monitoring Network (PRMN)¹³, through 2019 Somalia had a total of 1,092,000 new displacements¹⁴ associated with floods, drought, conflict and insecurity. Forced evictions and land acquisition have also contributed to displacement, particularly in urban areas where land values have risen, and

DACs often have insecure land tenure and lack access to affordable housing. IDPs and returning refugees in urban areas for instance, are typically transformed into the urban poor, integrated into chronically poor host communities or desolate settlements with few livelihood options or opportunities. Many are also exposed to protection risks including gender-based violence and exploitative labour.

761,000

Somalis live in protracted displacement outside Somalia

91,828

Persons have returned to Somalia between 2014-2020

85%

of refugee-returnees are satisfied with their decision to return

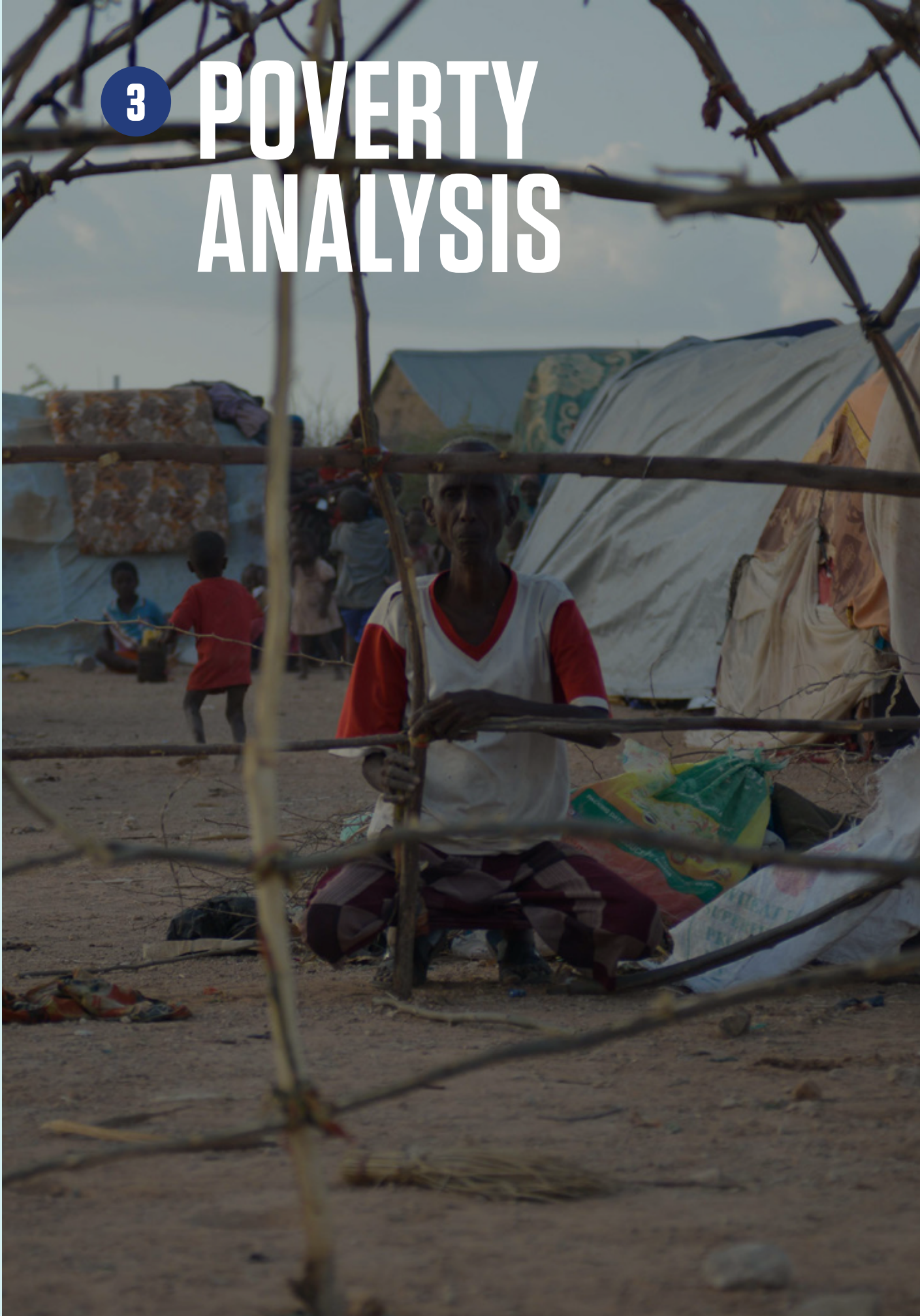
Additionally, economic migration as a survival strategy in the face of precarious livelihoods is also a driver of displacement¹⁵.

With one of the highest statistics of displacement globally, Somalia has over 2.6 million IDPs, 130,510 Somali refugee-returnees, 14,688 refugees and 15,260 asylum seekers¹⁶. Majority of IDPs live in highly congested urban and semi-urban settlements across Somalia (mainly in Mogadishu, Baidoa, Galkayo, Bossaso, Kismayo and Burao). Additionally, a further 600,000 IDPs mostly concentrated in urban and informal settlements are estimated in Somaliland¹⁷. In addition, more than 761,000 Somalis live in protracted displacement outside Somalia¹⁸, mainly in Ethiopia, Kenya and Yemen. Between 2014 and August 2020, an estimated 91,828 persons¹⁹ have returned to Somalia, with 64 percent settling in Lower Juba²⁰. According to the most recent data from the Post Return Monitoring Network (PRMN)²¹, 85% of refugee-returnees are satisfied with their decision to return²². This is not to say that refugee-returnees do not encounter significant challenges, including limited livelihoods, instability of security, and lack of assistance or support from authorities. A significant proportion of refugee-returnee households also end up living in IDP settlements and majority live in housing that they do not own²³. This has led to a high degree of informal arrangements – including living with relatives, or squatting – potentially leading to protection concerns, including housing insecurity and risk of evictions. At the same time, in 2020 Somalia is experiencing a triple emergency with the invasion of desert locusts, declaration of the Coronavirus (COVID-19) pandemic and tremendous flooding. Vulnerabilities have been exacerbated by reductions in international remittances and a decline in purchasing power.²⁴ This has further impacted the lives and livelihoods of the most vulnerable that already face acute hardship.



3

POVERTY ANALYSIS





Somalia faces a number of constraints in formulating evidence-based policies and plans, most important among which is scarce household and sectoral data. However, the Directorate of National Statistics (DNS) which has now been established through law to become the National Bureau of Statistics (NBS) has made significant strides in the past few years. An innovative series of household surveys were conducted by the World Bank, in collaboration with the Government of Somalia, in 2015/16 and 2017/18²⁵. An analysis of the data from these High Frequency Surveys (SHFS)²⁶ formed the basis of the detailed poverty analysis. The SHFS also provides an in-depth analysis of the internally displaced populations to identify displacement-related needs and to inform durable solutions²⁷.

The resulting picture of monetary poverty indicated that 69 percent of Somalis live under the international poverty line of US\$1.90 a day. Poverty is more pronounced in the IDP camps, where it is estimated to be 88 per cent, followed by rural areas with 75 per cent and urban areas with 67 per cent²⁸. International remittances represent a critical source of household income²⁹. However, while remittances are helpful for those who receive them, many of the most vulnerable Somalis are largely excluded from this support network. Around 7 percent of IDP households for instance, receive remittances³⁰ and the amounts received are not effective in reducing poverty for recipient households because they are too small relative to the poverty gap³¹. Remittances therefore demonstrate how cash transfers provide an effective means of resilience to adverse shocks but remain largely unavailable to the most vulnerable populations³².

69%

of Somalis live under the international poverty line of US\$1.90 a day

Access to services is particularly limited for the rural population, IDPs and nomads. Despite better conditions in cities, urban populations still struggle with hunger, high absolute poverty

According to the Somalia Poverty and Vulnerability Assessment (SPVA), almost nine of 10 Somali households are deprived of at least one fundamental dimension: access to income, electricity, education, or water and sanitation³³. Access to services is particularly limited for the rural population, IDPs and nomads. Despite better conditions in cities, urban populations still struggle with hunger, high absolute poverty (64%), and high non-monetary poverty (41%)³⁴. Alongside monetary poverty, there are other less discernible aspects of deprivation. Poverty is multidimensional in nature, as demonstrated by multiple socio-economic outcomes, with health, education and living standard indicators all lagging regional and global averages. Maternal mortality ratios in Somalia are amongst the highest in the world, as are levels of childhood stunting and under-five mortality rates. Primary school enrolment is persistently low, averaging 33 percent nationally, with rural, nomad and female participation being the lowest³⁵. The NDP-9 further explains that Somalis experience deprivation in two additional dimensions: lack of physical safety and lack of empowerment.

The first dimension has roots in both conflict and climate emergencies which have led to large-scale displacement and insecurity. Access to justice and the police present a mixed picture, with rural citizens relying mainly on traditional, clan-based protection and dispute resolution. Lack of empowerment has led to exclusion, a feature of poverty that impacts three groups disproportionately, particularly when it comes

to economic participation: women, IDPs and youth. For these three groups, poverty rates are high and socio-economic outcomes are substantially low. The result is significant inequality and lost opportunity. Location, cultural norms and clannism are factors that deepen the consequences of exclusion.

The demographic shifts created by displacement have also changed the face of Somali lifestyles. From a once predominantly nomadic and agro-pastoralist rural population, Somalia is currently projected to be over 50 percent urbanised within the next six years – an issue that poses considerable challenges. A recent survey examining the economic impact of displacement highlighted a significant reduction in IDPs' employment rate following their displacement and in their average monthly income³⁶. This contrasts with findings for the host community of an increased employment rate and average monthly income in the same time period. Frequently, IDPs find temporary manual work, washing clothes and cleaning houses for the host community or collecting garbage³⁷. Some children support their families instead of going to school and others have resorted to begging. Economic opportunities were reported to be more diverse for the host community as compared to IDPs.

It is also key to note that poverty and vulnerability are interrelated characteristics. Poverty refers to levels of income and well-being, while vulnerability relates to exposure to risk- both

covariate and idiosyncratic and capacity to manage that risk³⁸. However, displacement status does not equal vulnerability and there are many other factors in determining vulnerability. World Bank microdata analysis for instance, highlights that most IDPs are productive but poor, and they are mainly concentrated in Banadir, Lower Juba, Middle Shabelle, Gedo, Waqooyi Galbeed, and Bay³⁹. Only a small share of households in Somalia are classified as support-dependent (less than 1 per-cent). Over 73 percent of IDPs are productive but poor, and 26 percent are considered self-reliant. Host communities have a larger share of self-reliant households compared to IDPs. The vulnerability status of households varies markedly by (pre-war) region. This indicates a

need for region-wise targeting to improve IDPs' gaps to durable solutions. Development and poverty reduction in Somalia are dependent on making progress on four causes of poverty and under-development: political fragility (inclusive politics), conflict (security and rule of law), weak economy (economic growth and employment), and community vulnerability (social development). The Government of Somalia must address these within the increasing frequency of climate events and community displacement.



4

DURABLE SOLUTIONS LANDSCAPE IN SOMALIA





Legal and Policy Framework

The NDSS benefits from range of national and regional normative and institutional frameworks:

- The Constitution of the Federal Republic of Somalia makes specific reference to displaced people (refugees and asylum seekers) in the country, in particular, Article 37 which states “(1) Every person who has sought refuge in the Federal Republic of Somalia has the right not to be returned or taken to any country in which that person has a well-founded fear of persecution. (2) The Federal Parliament shall enact legislation in compliance with international law, regulating refugees and asylum seekers.
- Somalia is a State Party, without reservations, to the 1951 Refugee Convention and the 1967 Protocol as well as the 1969 Convention Governing the Specific Aspects of Refugee Problems in Africa (OAU Convention). Presidential Decree No. 25 (1984) on Determination of Refugee Status established an Eligibility Committee for Refugee Status Determination (RSD) but it has been inactive at the national level for many years. Somaliland agreed to be bound by international treaties entered by Somalia before 1991. Furthermore, the Somaliland National Displacement and Refugee Agency (NDRA) applies the 2011 National Asylum Policy and Puntland the (progressive) Refugee Protection Act of 2017.
- The draft 2019 (national) Refugees Act incorporates the broader OAU refugee definition. The Act comprehensively addresses the situation of refugees and asylum seekers, regulating not only the criteria and procedures for determining status but also addressing what rights and obligations such a recognition will result in⁴⁰. The draft Act makes provision for the recognition, protection and management of refugees, asylum seekers, and for connected purposes. The final draft is now with the

Attorney General for review. It is yet then to be submitted to the Council of Ministers for endorsement before going to the Federal Parliament to be adopted and finally signed by the President⁴¹. NCRI will lead in the implementation of the Act once it is passed and will ensure alignment between the NDSS strategic priorities and provisions stipulated within the Act.

- The implementation of the CRRF/GRC in Somalia is rooted in the regional process led by IGAD and the Nairobi Declaration on Durable Solutions adopted in 2017⁴². The Nairobi Declaration and its accompanying Plan of Action proposes a comprehensive regional approach to deliver durable solutions for Somali refugees and to create an enabling environment for their reintegration when they return home. As a further step to operationalise the Nairobi Declaration, the “National Action Plan on Durable Solutions for Somali Returnees and IDPs 2018-2020” (NAP) was launched. It is envisaged that the action plan of the NDSS will be aligned with the NAP. In 2017, the FGS also signed the Djibouti Declaration to facilitate the inclusion of refugees and returnees into the national education system. Its operationalisation however has been challenging since access to education is limited. The Kampala Declaration on Jobs, Livelihoods, and Self-Reliance for Refugees, Returnees, and Host Communities, signed in March 2019⁴³ by IGAD member states, contains commitments which are an important part of realising the objectives of the GRC in the IGAD region.
- In 2019, Somalia adopted an impressive array of new policies including National Policy on Refugee-returnees and IDPs, the National Eviction Guidelines⁴⁴, Social Protection Policy⁴⁵, and an Interim Protocol on Land Distribution for Housing to Eligible Refugee-Returnees and IDPs⁴⁶.
- In March 2020, Somalia deposited the AU

Convention for the Protection and Assistance of IDPs in Africa (Kampala Convention). The Convention is the world’s only binding continent-wide treaty to protect IDPs. It gives the non-binding 1998 UN Guiding Principles on Internal Displacement the force of law, specifying state obligations to prevent, protect and assist IDPs. Currently the FGS is in the process of domesticating the Kampala Convention. In response to a request from the FGS earlier in the year, UNHCR has contracted Professor Chaloka Beyani, former UN Special Rapporteur on the Human Rights of IDPs and current member of the Expert Advisory Group of the UN High-Level Panel on Internal Displacement to lead in development of the IDP Act⁴⁷. The process will entail extensive consultations with DACs, government stakeholders, UN entities and NGOs at federal, regional and local levels. The domestication of the Kampala Convention (for IDPs), the Refugee Act (for refugees), the accession to the two Statelessness Conventions (for stateless persons), the National Durable Solutions Strategy, and the adoption of the National Migration Policy (for movement within mixed flows, including unaccompanied children) will provide an enhanced legal and policy framework for DACs in Somalia.

- Somalia is also a party to numerous international and regional instruments that promote the rights and access to justice for indigent persons and vulnerable groups. The most important applicable international instruments include the International Covenant on Economic, Social and Cultural Rights (ICESCR), International Covenant on Civil and Political Rights (ICCPR), the Convention on the Rights of the Child (CRC), and the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT).

In summary, the NDSS draws extensively from key legal and policy frameworks including:

- African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention)
- Banadir Regional Administration Durable Solutions strategy (2020-2024)
- Puntland Local Integration Strategy (2018 – 2022)
- Durable Solutions Preliminary Operational Guide (2016)
- Economic Development Roadmap (2017-2020)
- Education Sector Strategic Plan (2018-2021)
- Global Compact on Refugees/ Comprehensive Refugee Response Framework (CRRF)
- IGAD Nairobi Declaration on Somali Refugees and accompanying National Action Plan on Durable Solutions (2017)
- IGAD Regional Strategy on Forced Displacement and Mixed Migration (2017-2022)
- Inclusive Politics Roadmap 2017-2020
- Inter-Agency Standing Committee Principles on Durable Solutions
- Interim Protocol on Land Distribution for Housing to Eligible Refugee-Returnees and IDPs 2019
- IOM’s global framework for Progressive Resolution of Displacement Situations (2016)
- National Development Plans 8 and 9 (2017-2019; 2020 -2024)
- National Disaster Management Policy 2017
- National Employment policy and the draft National Investment Promotion Strategy
- National Eviction Guidelines (2019)
- National Policy for Refugee-Returnees and IDPs (2019)
- National Refugees Act (2020)
- National Roadmap for Social Development Sector (2017- 2020)
- National Social Protection Policy (2019)
- National Environmental Policy (2020)
- National Climate Change Policy (2020)
- Recovery and Resilience Framework (2018)
- Refugee Status Eligibility Committee Framework (Draft)
- The Kampala Declaration on Jobs, Livelihoods, and Self-Reliance for Refugees, Returnees, and Host Communities (2019)
- UN Guiding Principles on Internal Displacement (1998)
- UN Secretary General’s Decision on Durable Solutions and Operational Guidelines (2016)

Durable solutions processes as stipulated in policy frameworks

The FGS, in recognition of the scale of displacement and return within Somalia, has developed the National Policy on Refugee-Returnees and IDPs⁴⁸ with a view to ending the suffering of refugee-returnees, IDPs and host communities, and particularly that of vulnerable women and children, the elderly, people living with disabilities and orphans. In the policy, the FGS commits itself to, among others, facilitating the voluntary return, relocation, and local (re) integration of refugee-returnees and IDPs.

Principle 4 of the National Policy States:

- In the NDP-9 and the National Policy on Refugee – returnees and IDPs, the FGS commits itself to, among others, facilitating the voluntary return, relocation, and local (re)integration of refugee-returnees and IDPs.
- All Federal Government institutions, FMS government authorities and the Banadir Regional Administration (BRA) have the primary duty and responsibility to establish conditions, as well as provide the means, that allow refugee-returnees and IDPs to make a free and informed choice to return voluntarily, in safety and with dignity, to their homes or places of habitual residence, or to locally integrate where they find themselves or to settle voluntarily in another part of the country.
- Somali Refugee-returnees and IDPs have the right to voluntarily return to their area of origin or to settle in any part of the country, to live with dignity, respect, prosperity, and liberty.
- All the concerned parties shall make

special efforts to ensure the full participation of refugee-returnees and IDPs themselves in the planning and management of return, local integration, or settlement in another part of the country.

The National Policy recognises that refugee-returnees and IDPs have the right to make a voluntary and informed decision about their future and the type of durable solution they pursue. To this end, the policy stipulates that refugee-returnees and IDPs must be provided with relevant and accurate information on their options and on the situation in their home or intended relocation areas⁴⁹. In addition, Somali refugees in other countries have the right to enter Somalia in order to obtain relevant and accurate information on their options and on the situation in their home or relocation areas and return to their country of refuge before making a final decision to return to Somalia as refugee-returnees.

“We are ready to go back but without real reconciliation we cannot go back to our origins. Also, we have nothing in our hands now and there will be difficulties going back home and start new life.”

— IDP woman in Hirshabelle

Consultations with DACs highlighted the direct correlation between clan dynamics and integration of returnees in their local communities. For instance, all the returnees interviewed in Banadir and Puntland reported that they were facing difficulties in finding job opportunities and the relations and interactions between them and the host communities remained poor, while most of the returnees in

Jubaland and Galmudug said they had cordial relations with the host communities. This was mostly due to clan relations. Even though, all the returnees interviewed made a voluntary decision to return to Somalia, about 40% of the returnees from Yemen preferred to either get resettled in a third country or return to Yemen if the situation in that country improved, while the remaining 60% preferred to stay in Somalia. The refugees interviewed were from Yemen and all of them either preferred to return to Yemen if the situation improves or be resettled in a third country. Even though language barrier makes it difficult for them to find jobs, many of the refugees have established businesses in Somalia and have integrated into the local economies.

Due to the COVID-19 situation, 2020 has seen a temporary suspension of the Assisted Spontaneous Return (ASR) programme from Yemen and Voluntary Repatriation (VolRep) from Kenya⁵⁰. VolRep of Somali refugees from Kenya in particular is governed by the Strategy for Voluntary Repatriation of Somali Refugees from Kenya to Somalia and their Reintegration (2020-2022), in conjunction with the IGAD Nairobi Declaration/ Plan of Action and the National Policy on Refugee-Returnees and IDPs given that the 2013 Tripartite Agreement expired⁵¹. Post-return monitoring and intention surveys indicate that limited access to adequate services, including health and education, are seen as key obstacles by returnees and refugees considering return.

Evolving programming and policy context on durable solutions

There has been significant progress around durable solutions programming and policy advancement in Somalia. Since 2016 an increased leadership of the Government of Somalia at the normative, institutional and operational levels. To begin with, Somalia has made

strides in **improving the policy and legislative environment** for the protection and assistance of displacement-affected communities. The Durable Solutions Initiative (DSI) paved the way for the integration and mainstreaming of durable solutions into relevant chapters of the National Development Plans 8 and 9 (NDP-8, 2017-2019; NDP-9, 2020 – 2024), and the RRF. In 2019, Somalia adopted a number of new policies including the Policy on Internally Displaced Persons and Refugee Returnees, National Evictions Guidelines, Social Protection Policy and an Interim Protocol on Housing Land and Property. Additionally, a major turning point has been the ratification of the Kampala Convention, which has paved the way for strengthening legislative protection for IDPs through domestic legislation currently led by NCRI and supported by UNHCR. This adds to the ongoing efforts on the Refugee Act and the Government's accession to the 1954 and 1961 Statelessness Conventions by end of this year. Anchoring durable solutions in legislative frameworks will protect the rights of persons in a situation of displacement. It will also ensure that gains made by interventions supporting displaced persons will be less likely to be reversed. Restoring justice will also reduce the disenfranchisement and grievances that arise from abuse, inequality, impunity and exclusion.

Institutionally, strong advances have been made on building the architecture and cross-government approaches to sustain durable solutions. Attaining durable solutions is recognised at all levels of government through the establishment of new coordination structures meant to facilitate multi-stakeholder coordination and area-based approaches under the leadership of the government. Recognising that the sheer proportion of displacement requires a broad institutional engagement, Durable Solutions Coordination Working groups in Puntland, South West and Jubaland, an Inter-ministerial Durable Solutions Committee in Galmudug as well as a Durable Solutions Unit within BRA, and a Durable Solutions Secretariat at the national level have been established. Along with the goal of scaling

Since launch of the DSI, a shift in mind-set has taken place among government and partners towards a more long-term approach to find sustainable solutions leading to progress at different levels

up recovery and development action in Somalia, the Government and its partners have committed to strengthening synergies between humanitarian and development action, in line with the New Way of Working. They have developed four collective outcomes to strengthen coherence and complementarity between humanitarian and development efforts, and to ultimately reduce needs and vulnerabilities⁵².

In December 2015, during the visit by Professor Walter Kaelin (Special Advisor to the RC/HC in Somalia and Ukraine on Protracted Internal Displacement) the Durable Solutions Initiative (DSI) was launched. This was a state-led and community focused initiative to support governments at all levels to provide durable solutions for displacement affected communities (IDPs, returnees and hosts). It included a collective framework for the government, UN, NGOs and donors in support of the National Development Plan. It also placed emphasis on the harmonisation of durable solutions approaches and programming in Somalia through policy dialogue, coordination and programme implementation. These efforts have enhanced the humanitarian, development, peacebuilding nexus or the “New Way of Working” across all actors, and increased support through the increase of predictable multi-year financing, development financing, debt clearance and access to concessional financing.⁵³

Operationally, close to US \$ 90 million worth of investments in activities that are building blocks for resilience and durable solutions, or primarily

targeting Durable Solutions were allocated between 2016 and 2019⁵⁴. Since launch of the DSI, a shift in mind-set has taken place among government and partners towards a more long-term approach to find sustainable solutions leading to progress at different levels. DSI is based on the premise that durable solutions to displacement can only be attained through strong government leadership and collective efforts from humanitarian, development, state and peace-building partners and with the inclusion of displacement-affected communities themselves⁵⁵. DSI also supports a principled collective approach to durable solutions by all relevant actors and guides the implementation of the CRRF in Somalia and respective commitments made under the Nairobi Declaration and Action Plan in regard to the reintegration of refugee returnees in Somalia. Most of the durable solutions projects are jointly implemented by NGOs, Civil Society Organizations and UN partners, and there has been an increased transfer of project management functions and coordination from international partners to local authorities. This shift has been as a result of increasing donor coordination and alignment around a common vision and common approaches to durable solutions.

Acknowledging that displacement is a political and development challenge that requires long term investment complementing the humanitarian response; partners with different strengths and areas of expertise have come together and work towards sustainable reintegration and with area-based approaches. Peacebuilding

approaches to durable solutions for instance, were largely modelled on the provisions of the Wadajir Framework on local governance and community engagement⁵⁶. From a strategic standpoint, linkages between conflict, security and displacement emerged since 2016/2017⁵⁷. At the same time, a set of durable solutions interventions were designed specifically to support direct engagement of district and state authorities in the IDP settlements⁵⁸. The underlying assumption of these initiatives argued that if local governments were capacitated to deliver services in settlements, creating a link of accountability with displaced persons and improving social cohesion between displaced and host communities, then state legitimacy would be strengthened as displaced persons would feel less marginalised.

solutions has also translated into exercises such as government-led Community Action Plans (CAPs)⁵⁹ involving both displaced populations and host communities. These have received favorable review and have been integrated in processes of district planning in the States of Jubaland, South West State (SWS), Galmudug and Hirshabelle. CAP processes have created a level playing field for some of the most vulnerable and marginalised groups to participate in public affairs and to influence development planning in their localities. Establishing clear linkages between participatory district planning processes is also crucial for the establishment of formal district councils being led by the Ministry of Interior Federal Affairs and Reconciliation (MoIFAR).

Enhanced national leadership on durable **To increase transparency,** accountability



and coordination, the FGS under MoPIED has developed the Somalia Aid Information Management System (AIMS)⁶⁰. This publicly accessible online portal enables partners to share data on development and humanitarian aid flows for Somalia. AIMS has aided in improving accountability, coordination, evidence-based planning, monitoring and evaluation, and aid effectiveness. Additionally, international partners have also developed the Durable Solutions and resilience marker which identifies entry points and building blocks in humanitarian interventions for longer term durable solutions and resilience actions⁶¹. In addition, the endorsement of Common Durable Solutions Principles has ensured a common way of working and have proven to be a useful tool for more coherent policy, planning and programme design and approaches. Further efforts to link durable solutions interventions with stabilization, governance, infrastructure and rule of law interventions have also been made⁶².

With regards to **research, data and knowledge sharing**, more rigorous monitoring of indicators related to the level of physical, legal and material safety of displacement populations has been possible due to the operationalisation of the IASC framework and criteria⁶³. Somalia authorities with the support of operational partners have also begun to incorporate displacement-related indicators in national strategies. Additionally, Somalia recently launched its first ever Health and Demographic Survey⁶⁴ which provides analysis on demographic and household characteristics on health, education, employment, water and sanitation. The survey findings will enable the Somalia authorities to monitor their respective sectors in the NDP-9 including better targeting and planning for the most vulnerable populations within the society. The Somalia micronutrient survey⁶⁵ also provides an overview of the nutrition status of women and children in the country over the past decade. The FGS with the support of IGAD and the World Bank is looking to develop a national database that would be fit-for purpose to provide analyses on displacement to

inform programming and planning. Furthermore, the Directorate of National Statistics has recently elevated to a National Bureau of Statistics (NBS) following the signing of the Statistics Bill in February 2020. At the same time, the durable solutions community of practice has generated and shared knowledge and strategic analyses on urbanization and displacement, as well as on land management as a way to support durable solutions, longitudinal analyses, and participation of DACs in political processes. Given the large number of refugee returnees, durable solutions partners have engaged in joint analysis sessions of the data for Post Return Monitoring tool⁶⁶.

Despite these efforts and achievements, it remains difficult to assess the degree to which the overall situation for DACs has improved. There are no common tools to appraise how many households in a situation of forced displacement were able to voluntarily transition to a durable solution of their choice – whether this be through local integration, return and/or settlement in another location (hereinafter: resettlement/relocation). There are currently a number of innovative composite methodologies being piloted to not only measure progress made towards durable solutions, but also to better understand the factors that influence a perception or sense of belonging to a society. If such initiatives are linked to aid effectiveness and wider poverty indicators, they could provide a notion of how collective reconstruction efforts create an enabling environment for durable solutions processes.

2016

FIRST STEPS

- ✔ Mogadishu Internal Displacement Profiling
- ✔ Launch of the Durable Solutions Initiative
- ✔ First wave of Durable Solutions Projects - US \$ value [approx.] 55.1 million
- ✔ Wadajir Framework for Local Governance adapted to displacement and informal coordination group in Puntland

2017

DROUGHT AND MASS DISPLACEMENT

- ✔ Somalia averts a famine, approx. 2.6 million persons displaced by drought
- ✔ NDP 8 has a dedicated chapter on Migration, Displacement and Durable Solutions
- ✔ Nairobi Declaration on Somali Refugees and Action Plan
- ✔ Drought Impact Needs Assessment

2018

INCREASED OPERATIONAL SUPPORT

- ✔ Recovery and Resilience Framework, start of Somalia Poverty Vulnerability Assessment
- ✔ Introduction of the Resilience and Durable Solutions Markers for HRP and Aid Mapping
- ✔ Community Action Plans included in district planning tools
- ✔ Durable Solutions Directorate established in MOPIED
- ✔ Additional operational funding for durable solutions: US\$ value (approx.) 46.5 million

2019

POLICY AND INSTITUTIONAL COORDINATION

- ✔ National Durable Solutions Secretariat established and Durable Solutions Programming Principles
- ✔ Government led Durable Solutions coordination platforms in Benadir, South West State and Jubaland State
- ✔ Approval of the National Policy for IDPs and Refugee-returnees
- ✔ Global Refugee Forum commitments by the FGS
- ✔ Additional commitment for Durable Solutions approx. US \$13 million

2020

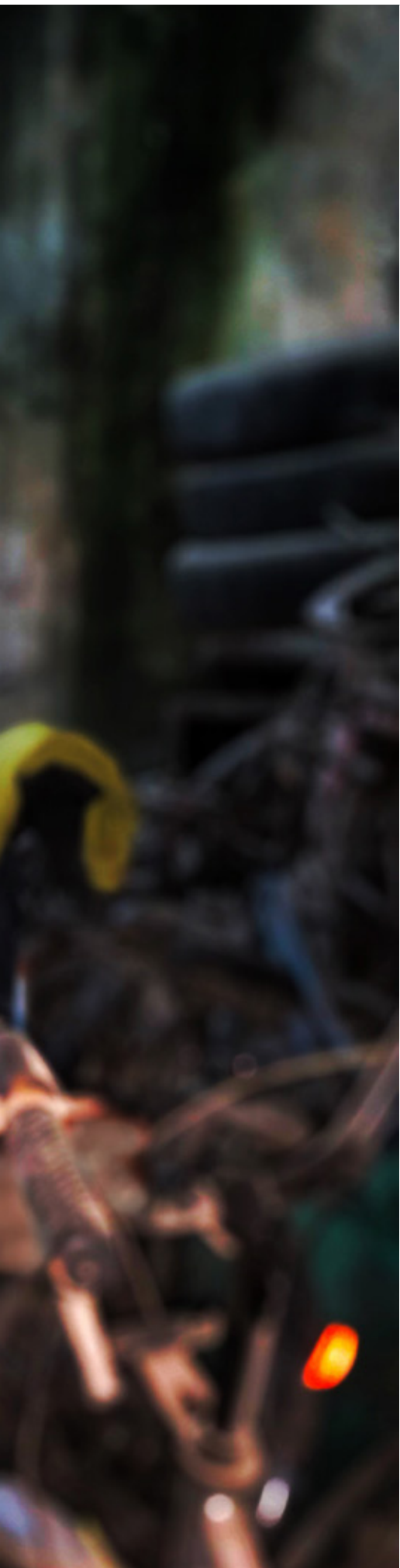
TOWARDS OPERATIONALIZATION AT SCALE

- ✔ Durable Solutions cross-cutting imperative NDP9
- ✔ Ratification of the Kampala Convention
- ✔ COVID-19 Durable Solutions Secretariat Preparedness and Response Plan for IDPs, May 2020
- ✔ National Durable Solutions Strategy 2020-2024

5

The Vision





The NDSS acts as an operational roadmap that sets out a collective vision, strategic objectives and principles to guide the implementation of durable solutions programming and policies in Somalia over a 5-year timeframe. The NDSS is expected to pave the way for the progressive realisation of an enabling environment in which DACs including IDPs, refugees, asylum seekers, refugee returnees and vulnerable host communities can gradually access durable solutions in an equitable and non-discriminatory manner. The strategy’s longer-term intent is to reduce and mitigate the adverse impacts of displacement created by recurrent natural disasters and related links with conflicts and governance.

Vision

Achieving durable solutions for displacement affected communities in Somalia through evidence-based analyses, a bottom-up and inclusive consensus building approaches, and integrated and systematic programming.

Theory of change

If displacement affected communities can have access to services and can live somewhere with security of tenure protecting them against evictions (SO1); can participate in public affairs as full citizens in a safe and secure environment (SO2); have access to sustainable livelihoods and employment (SO3); as well as access to justice (SO4), then they can achieve durable solutions because they are able to become self-sufficient and re-join mainstream society.

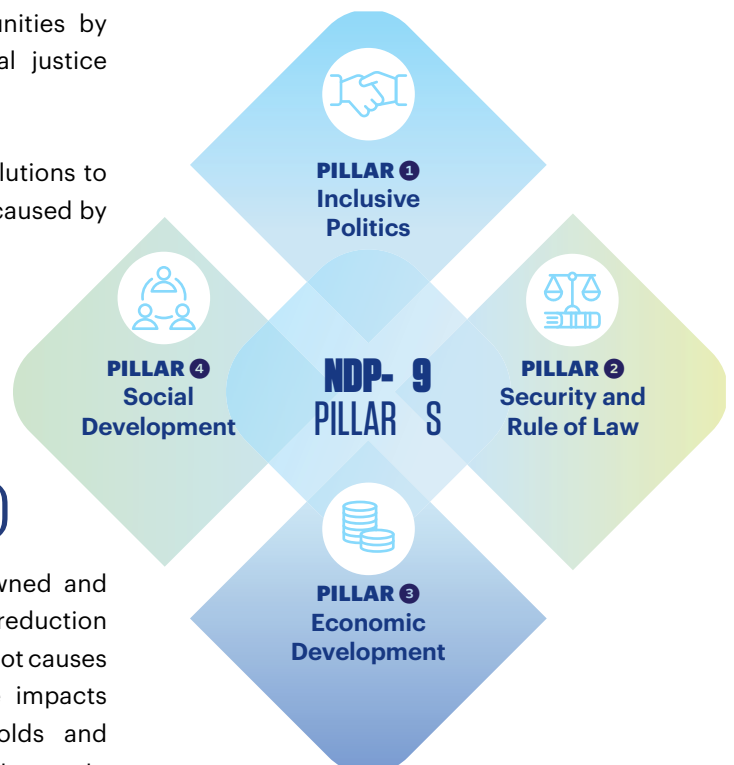
Strategic priorities set forth in this document include:

- To increase the resilience of displacement affected communities by ensuring equitable access to public services, housing with security of tenure, and social safety nets through a rights and needs based approach.
- To increase accountability of authorities towards displacement affected communities by ensuring participation in peace and state building processes through guaranteeing their safe and security and access to legal identity.
- To increase access to sustainable livelihoods and employment opportunities by displacement affected communities by creating conditions conducive to the achievement of their self-reliance.
- To increase access to justice and rule of law by displacement affected communities by strengthening formal and informal justice structures.
- To invest in early and long-term solutions to reduce and prevent displacement caused by drought and floods.

Durable Solutions as a Key Priority in the National Development Plan (NDP-9 2020-2024)

The Somalia NDP-9 is a nationally owned and comprehensive strategy for poverty reduction and inclusive growth. It addresses the root causes of poverty and aims to improve the impacts of poverty experienced by households and individuals. The analysis indicates that poverty in Somalia is driven by political fragility, conflict, insecurity and lawlessness, and exacerbated by climate emergencies. Political stability, security and the rule of law must improve to create

the conditions in which efforts to support and climate proof economic growth can succeed. Social development is needed to fuel and sustain economic growth, through human capital development, social protection and disaster risk management. The poverty reduction strategy for NDP-9 is therefore organized in four pillars: (1) Inclusive and accountable politics; (2) Improved security and rule of law; (3) Inclusive economic growth, and (4) Improved social development. DACs in Somalia are the most deeply impacted by drivers of poverty. In turn, protracted mass displacement hinders current efforts to reduce poverty and support economic recovery. Progress towards poverty reduction will therefore require the targeting of such vulnerable groups. In line with the NDP-9 prioritising durable solutions to long term displacement is a cross-cutting policy (imperative), which is integrated into each of the 4 pillars.

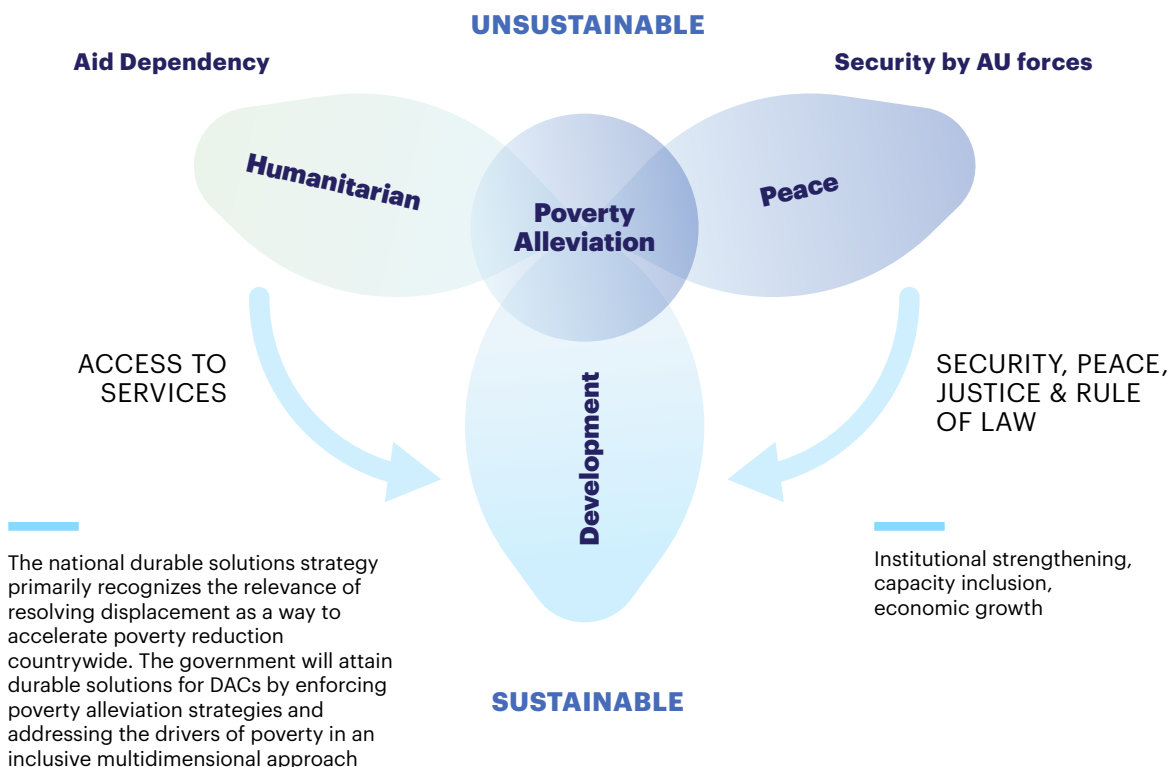


Source: National Development Plan (NDP-9 2020-2024)

The Humanitarian-Development-Peacebuilding Nexus

In August 2020, a Taskforce on the operationalisation of the nexus was established to identify practical ways for humanitarian, development and peace actors to coherently and collaboratively respond to short, medium- and long-term needs and vulnerabilities in Somalia⁶⁷. Recognising that solid examples exist of individual interventions that have taken a nexus approach to their design and/or implementation, a systematic framework to guide the work of humanitarian, development and peace actors has not been put in place. An opportunity exists in adapting coordination structures to better address the range of shocks and protracted nature of needs in Somalia along the humanitarian-development-peace nexus⁶⁸. In line with the NDP-9, one guiding principle in this regard is not to lose the gains already made and to ensure that a partnership is established between

all actors, leading to a successful transition where Somalis are responsible for all functions of government: peace; rule of law; security; social protection; environmental stewardship and a prosperous economy. By working beyond institutional boundaries and leveraging on comparative advantages, the NDSS will help with the harmonisation and alignment of processes to ensure sustainable solutions for DACs. The taskforce has developed a discussion paper outlining the existing coordination structures in Somalia and proposes modifications to make them more streamlined and fit for purpose⁶⁹. It proposes a nexus steering committee comprising the Ministry of Humanitarian Affairs and Disaster Management (MoHADM), MoPIED, RC/HC, Integrated Office, OCHA, the four working group agency leads, the World Bank, and donor and NGO representatives will guide this overall strategic agenda. The Integrated Office will serve as the Secretariat. It is envisaged the steering committee could eventually help facilitate joint meetings between the Inter-Ministerial Emergency Response Committee and the SDRF



Steering Committee, particularly in relation to some of Somalia's more protracted challenges. The suggested structure is pending further approval and discussion with partners.

Durable Solutions Secretariat and Mandate

In order to attain a whole-of-government approach with collective outcomes, the Ministry of Planning in coordination with relevant line ministries and Office of the Prime Minister (OPM) established the Durable Solutions Secretariat (hereafter referred to as "the secretariat") in October 2019. The secretariat brings together 14 government institutions that provide technical expertise and high-level strategic guidance and oversight to ensure that durable solutions initiatives are prioritised and implemented in Somalia across levels and are in line with the NDP-9, RRF, and other relevant government frameworks and policies.

DURABLE SOLUTIONS SECRETARIAT MEMBERS:

- Office of the Prime Minister (OPM)
- Ministry of Interior, Federal Affairs and Reconciliation (MoIFAR)
- The National Commission for Refugee and IDPS (NCRI)
- Ministry of Humanitarian Affairs and Disaster Management (MoHADM)
- Ministry of Planning, Investment and Economic Development (MoPIED)
- Ministry of Labor and Social Affairs (MoLSA)
- Ministry of Public Works, Reconstruction

and Housing (MoPWHR)

- Ministry of Women and Human Rights (MoWHR)
- Ministry of Agriculture and Irrigation (MoAI)
- Ministry of Energy and Water Resources (MoEWR)
- Ministry of Fishery and Marine Resources (MoFMR)
- Ministry of Foreign Affairs (MoFA)
- Directorate for Environment and Climate Change (DECC) – Office of the Prime Minister
- The Immigration and Naturalization Directorate

Durable Solutions Principles

- **Government-led:** The National Durable Solutions Strategy will be the pivotal document to shift towards local government led approaches and away from agency led programmatic and humanitarian delivery, response and programming. Interventions should be aligned with the NDP9/other relevant government plans and led by government authorities at FGS, FMS and local level to ensure sustainability and government ownership. Government should be central to the planning, coordination, implementation and monitoring of projects.
- **Participatory:** Interventions should be community based and use participatory approaches, allowing population of concerns to choose their preferred solutions, define their own priorities and actively participate

in the choice, planning and implementation of activities to achieve sustainable and affordable durable solutions.

- **Comprehensive:** Interventions should address the needs and vulnerabilities of all “displacement affected communities” including IDPs, returnees, and host communities to enable reconciliation, avoid creating tensions and enable social cohesion among its members.
- **Area based:** Interventions should be geographically targeted and adapted to local context to consider that each area requires its own specific approach based on the specific living conditions, needs, opportunities and risks in a certain location.
- **Rights and needs:** based Interventions should address the vulnerabilities and needs, including economic needs of displacement affected communities and their human rights.
- **Collective and integrated:** Interventions should be multi-sectoral and multi-stakeholder, and contribute to strengthening partnerships and collaboration between various actors - Government, UN system, NGOs, private sector, donor partners – from the humanitarian, development, peace and state-building sectors.
- **Multi-year:** Interventions will need to have a multi-year time frame and budget, allowing for flexible programming that can adapt to changing environmental dynamics and needs.
- **Gender/age/disability and minority – sensitive:** Interventions should consider the gender, disability, minority clan and age dynamics at play and give special attention to the concerns of women and youth. Including marginalisation based on clan membership (with an emphasis on minority clans).

Interventions should be conflict-sensitive and contribute to sustainable peace-building and development by going beyond ‘do no harm’.

- **Sustainable:** Interventions should facilitate locally-led solutions by the government, civil society, private sector and communities themselves. They need to strengthen the government’s role through systematic capacity building support institutional processes and frameworks enabling durable solutions at all levels. Interventions prioritise delivery through existing government and community structures and aim at including displaced populations into these rather than establishing parallel structures..

6



STRATEGIC OBJECTIVES & KEY AREAS OF FOCUS FOR INTERVENTIONS

STRATEGIC OBJECTIVE 1

To increase the resilience of displacement affected communities by ensuring equitable access to public services, housing with security of tenure, and social safety nets through a rights and needs based approach.

OUTCOME

Local integration, relocation and reintegration for 5,000 Refugees, 25,000 Refugee-Returnees (approximately 4,000 HH) and 50,000 IDPs (80,000) within 5 years across Federal Member States through provision of and access to basic services and shelter and housing with security of tenure.



RATIONALE

An estimated 80 percent of displaced populations within Somalia live in informal settlements in urban and peri-urban areas⁷⁰. As the complex interplay between natural hazards, climatic shocks, conflict and insecurity continues to drive large-scale displacement across the country, congested cities with weak urban systems are struggling to cope. In the absence of adequate planning or urban management, rapid and unplanned urbanisation may also entrench the dynamics of clan conflict and may risk perpetuating and increasing instability⁷¹.

“The attitudes of the host communities towards the returnees are very good, because they gave us land for residence, helped us with basic necessities such as food, clean water, health service, sanitation facilities and we have integration between host communities and returnees such as intermarriage and coexistence.”

—Refugee-returnee in Jubaland

The lack of tenure and a constant threat of evictions represent a fundamental issue preventing DACs from accessing their rights. Forced evictions remains a cause and a multiplier of the displacement crises affecting vulnerable Somali populations. The informal nature of housing in Somalia, absence of laws to regulate tenancy arrangements and limited government capacity in leading evictions

prevention initiatives exposes DACs to precipitating protection challenges spanning their safety, health, dignity and livelihoods. Due to the multi-dimensional and complex nature of evictions, preventive and response initiatives require a cross-sectoral approach that involves government, humanitarian, development and community stakeholders, including the landowners and affected populations. In this connection, recent actions by local authorities have been promising so far. In an effort to suspend evictions during the COVID-19 period, the Baidoa District Administration issued an official directive effectively suspending evictions in Baidoa. The mayor of Baidoa further issued a warning of legal action for landowners who disobeyed this directive⁷². Additionally, the establishment of localised eviction units led by municipalities in Baidoa, South West, Jubaland and Banadir regions demonstrates the importance of government leadership in advancing evictions prevention work. Land for relocation of primarily IDPs who are at risk of eviction has been provided in a number of areas (1) Luglaw in Kismayo, Jubaland State where site planning, environmental social impact assessment, security assessment is currently ongoing; (2) Barwaaqo Site in Baidoa, South West State where already 1000 HH have been relocated with an additional 1009 HH planned; (3) South Galkaio, Dusamareb, Adado, Abudwak and Balanbal districts in Galmudug State have provided land for IDPs; and (4) Waharcade site in the Banadir Regional Administration (BRA) for relocation of 300 HH.

Given the key institutional challenges and limited resources, local governments have struggled to safeguard equitable access to service delivery for residents. However, there are several instances of local governments successfully establishing Social Development Models (SDMs). Local governments in Somaliland and Puntland supported by the State Ministries of Interior and other key line ministries⁷³ for example have successfully delivered key social services by implementing SDMs. These are co-funding intergovernmental fiscal transfers in the form

of grants regulated by agreements between the State Ministries, the Local Governments and Joint Programme on Local Governance (JPLG). Based on the provisions of the Local Government Laws in Somaliland (Law n.23) and Puntland (Law n.7) key local government devolved functions receive support, namely: rehabilitation or extension of health, education and WASH facilities, payment of salaries for cleaners and guards in those facilities, payment of utility bills, top-up of teachers' salaries (in Somaliland), public-private partnerships for water, community mobilisation, sensitisation, advocacy, planning and monitoring etc. Usually, salaries for health personnel are not included in the SDM support, as these are not part of the devolved functions. However, two out of four districts in Somaliland which operate the SDM have begun paying teacher salaries from revenues collected locally by the Local District Council.

A Memorandum of Understanding between the supporting partners, the Ministry of Interior, Line Ministries and SDM Local Governments clarify roles and responsibilities of the parties, and create an accountability system around the transfers, including contributions from local and state level budgets. The cycle fund transfer-implementation-reporting on implementation is four months. The SDMs could be swift mechanisms to increase community resilience as well as disaster preparedness and prevention of displacement at local level. Especially in relation to climate and natural-disaster-induced displacement, these funds could be instrumental in preventing primary and secondary displacement, as well as in the response and assistance to affected groups when disasters strike⁷⁴.

On average, about 84% of the DAC and government respondents consulted, agreed that the DACs are not consulted in the planning or implementation of projects that are meant to ameliorate their conditions. With this regard, majority

of the DACs identified creation of job opportunities, training and acquisition of adequate skills, and access to housing and land as key solution options that would most likely improve their conditions and achieve better integration. Access to livelihood opportunities for DACs remains extremely poor, primarily because of inadequate skills.

The coming years provide a critical opportunity to set a new course of well-planned urbanisation through national and federal state-level planning policies, increased tenure security, fit-for-purpose land administration, and strengthened local governance⁷⁵. Informal settlements remain a physical barrier to reintegration processes and the lack of tenure security has generated a predatory political economy that undermines resources that are currently going towards these reintegration processes. Tenure security is strategic for upgrading settlements into neighbourhoods; facilitation of resettlements and relocations in non-settlement areas; and elimination of the physical boundaries between neighbourhoods and settlements (eliminating the notion of encampment). To ensure the long-term viability of returns, access to services and a large investment in infrastructure in both the rural areas and satellite towns remains critical. The development of satellite cities would act as buffer/way stations during times of drought allowing individuals to remain closer to their areas of residence and reducing overcrowding in major urban centres.

SO1 PRIORITIES

To achieve Outcome 1 with regard to:

i. Equitable Access to Basic Services:

- Creation or expansion of existing Social Development Models (SDMs) in districts/locations with high DAC populations to

enhance the capacity of services to serve them.

- Increase support to local governance revenue collection to increase availability of services.
- Pilot innovative and incremental approaches to improving service delivery to DACs through Public-Private-Partnerships (PPPs) where governmental services cannot be upgraded or delivered.

ii. Housing and Tenure Security:

- Operationalise the National Evictions Guidelines and Interim Protocol on Distribution of Housing in order to address land tenure and regulatory frameworks to protect IDPs against forced evictions.
- Initiate development of a national housing policy for Somalia led by the Ministry of Public Works, Housing and Reconstruction (MoPWHR). This will focus on ensuring an effective enabling environment for affordable housing production, such as land supply, housing finance, infrastructure development, affordable materials, technical standards, etc., and respective roles of private sector and public sector.
- Develop and implement environmental social impact regulations in the provision of housing for DACs.
- Develop a database of good practices in the delivery of affordable housing in Somalia and relevant international contexts should be prepared.
- Pilot innovative and incremental approaches to improving tenure security for DACs. The first step will be to incorporate state level strategies and experiences that apply spatial, legal, and institutional methodologies that are most fit for the purpose of providing

secure tenure for all. This would also involve drawing learning from integrated settlement approaches being piloted in different states.

- Encourage member states to locally enforce the April 2020 Evictions Moratorium including drawing useful learning from the successful implementation of the moratorium by the Baidoa District Administration which involved issuance of an official directive and warning of legal action.

iii. Land Governance and Management:

- Initiate process of developing an up-to-date national land policy. The first step would be to comprehensively map state level strategies, experiences and pilot initiatives on fit-for-purpose land administration. The policy would aim to describe land management and land administration mechanisms, including the management of public land, institutional roles and responsibility at all levels, land and property registration, land valuation mechanisms, land and property-based financing and revenue mechanisms. This would also contribute to ensuring that current relocation plans for DACs are linked to urban master plans and service delivery.
- Prepare an inventory of land that can be provided by authorities of private owners for voluntary, safe and dignified settlement or relocations.
- Pilot adequate effective normative and institutional frameworks for value sharing initiatives (land readjustments/swaps) and Private Public Partnerships (PPPs) in the area of housing.
- Develop protocols to fast track the approval of land allocation for projects intending to support the tenure security of DACs and systematize the issuance of tenure documentation in this regard.

- Engage the private sector in the investment in and implementation of planned city extensions in targeted displacement hubs maximising the potential of land value to support durable solutions for DACs at scale

iv. To Create an Environment Conducive for Achieving the Outcome Under SO1:

- Expand and modify the Baxnaano National Social Safety Net Programme and other cash-based social transfer programs to include urban IDPs and refugee returnees as a key target group.
- Conduct in-depth assessment examining government led financing for durable solutions exploring how to regulate revenue generation and taxation, public financial management, and access to concessional financing.
- Establish a functioning interagency coordination mechanism for implementing the Social Protection Policy led by MoLSA and involving FMS and local authorities, UN agencies, development partners, national and international NGOs, and civil society.
- Initiate the development of a public land inventory that provides information on the location, boundaries, attributes and uses of all government-owned land.

STRATEGIC OBJECTIVE 2

To increase accountability of authorities towards displacement affected communities by ensuring participation in peace and state building processes through guaranteeing their safe and security and access to legal identity.

OUTCOME

Increase in inclusive planning processes and initiatives put in place to guarantee the political and social participation of DACs including securing access to legal identity documents.



Rationale

Political and public participation rights play a crucial role in the promotion of democratic governance, the rule of law, social inclusion and economic development, as well as the advancement of all human rights, which are key for the sustainability of solutions to displacement in Somalia. The right to directly and indirectly participate in political and public life is important in empowering individuals and groups and is one of the core elements of human rights-based approaches aimed at eliminating marginalization and discrimination. Article 9 of the Kampala Convention for instance, recognises the obligation of the state to ensure IDPs can enjoy their civic and political rights, particularly public participation, the right to vote and to be elected into public office. Participation rights are also inextricably linked to other human rights such as the rights to peaceful assembly and association; freedom of expression and opinion; and the rights to education and to information which are key for the realisation of sustainable durable solutions in Somalia.

“Here in Abudwak the security, political, economic and social situation is different, for example, security is normal though same times there are clan conflicts. Politically, we do not participate because no one gives us a consideration of our political rights. Economic and social situation is very weak.”

—Returnee FGD in Abudwak- Galgaduud

In the vacuum generated by the Somali conflict over the last 20 years, informal power structures have emerged to address security and service delivery in areas where the government or the international community has failed. IDPs flock to informal settlements, which are managed by local managers, commonly known as “gatekeepers”⁷⁶. A recent survey⁷⁷ conducted on the participation of IDP in peace and state building processes found that the IDPs surveyed do not enjoy their participatory rights, and their engagement/interaction with both authorities and local community leaders is reported as low. The voices of respondent IDPs are both stifled by a system of management (and control) of the IDP camps/settlements by unelected figures such as the “gatekeepers” and neglected or overlooked by the authorities. Types of gatekeepers and their practices vary so considerably it is difficult to assess whether and how to engage with them. Certain pilot-studies⁷⁸ that have engaged moderate gatekeepers as a source of governance and service-delivery, found that formalising their roles brought about a certain amount of accountability. While a number of gatekeepers were willing to “trade power for legitimacy, “the possibility to engage with informal power structures varies significantly. Furthermore, voices of displaced populations in Somalia still remain absent from peace and reconciliation efforts at different levels, even though they have been among the main (often recurrently) victims of conflicts, and any outcome would likely considerably affect their lives. DACs find themselves outside of the current political and power sharing arrangements⁷⁹. The consideration of the challenges and obstacles to women and youth participation, and possible steps that can increase their effective inclusion and participation is a key priority of the NDSS⁸⁰.

With regards to legal identity, Somalia currently lacks an any type of population register or national ID system, and has a limited and poorly functioning civil registry. In the absence of a viable foundational system, a patchwork of functional systems provides Somalis with their only viable

proof of identity⁸¹. Examples include, registers for UN-supported social transfer initiatives, such as the World Food Program (WFP), identification for the payment of Somali National Army salaries through the United Nations Office for Project Services (UNOPS) system, local government initiatives like the Banadir ID card in Mogadishu and Puntland ID card, the Passport and associated ID system, and the UNICEF-supported civil registration system in Somaliland⁸². However, due to low coverage, most of these systems have a range of issues, including a lack of trust in the system by citizens, a concerning lack of data protection and privacy rights, the exceedingly high costs of identity credentials that makes them unaffordable for the majority of the population, opaque financial governance arrangements, a lack of interoperability, and ambiguity regarding data ownership⁸³.

Trusted and inclusive identification (ID) systems can serve as a powerful tool for development, accelerating progress in number of areas, such as women’s empowerment and gender equality, financial inclusion, and health. “legal identity for all, including birth registration” is one of the 169 targets of the Sustainable Development Goals (SDGs), and ID and civil registration systems are increasingly seen as critical for realizing the SDG’s principle of ‘leaving no one behind’

— World Bank, ID4D-Findex Survey

According to ID4D-Findex Survey, women are disproportionately less likely to have official proof of identity. Furthermore, refugees, stateless persons, IDPs, returning refugees, people with

The voices of respondent IDPs are both stifled by a system of management (and control) of the IDP camps/settlements by unelected figures such as the “gatekeepers” and neglected or overlooked by the authorities.

disabilities, and people living in rural and remote areas often face the greatest hurdles to obtaining official IDs⁸⁴. Somalia has the lowest under-5 birth registration rate⁸⁵ in Sub-Saharan Africa, at 3 percent. Somali nationals rely on several informal arrangements to prove their identity, yet the provision of most ‘formal documents’ are limited to select municipalities or states. The lack of a robust national identification system affects service delivery, voter participation, or vital statistics, a prominent demand that has implications for the achievement of sustainable durable solutions. Additionally, it also creates the risk of statelessness due to the existing gaps in the domestic citizenship legislation particularly the inability of Somali women to confer Somali nationality to their children, and challenges in terms of accessing civil status and nationality documentation⁸⁶. In 2016, NCRI proposed to use a biometric registration system that would be employed to register returnees and IDPs as well as refugees⁸⁷. In the first phase of implementation, this system was focused on registering roughly 30,000 Somali returnees from Yemen⁸⁸. It has the potential to register up to one million IDPs; however, this will require sustained funding and capacity support. Most recently in June 2020, the Prime Minister appointed the first Director General of the National Identification Authority, which is expected to spearhead the registration of persons as Somalia seeks to build a new database for citizens⁸⁹.

SO2 PRIORITIES

To achieve Outcome 2 with regard to:

i. Enhancing Participation of and Accountability to DACS:

- Prioritise implementation of the forthcoming IDP Act (currently being drafted) to ensure that IDPs and refugee-returnees are guaranteed their participatory and political rights, the rights to freedoms of opinion and expression, association and peaceful assembly.
- Establish an independent government led Complaints Feedback Mechanism in pilot IDP camps/settlements to report due process violations. Such a mechanism will ensure: (1) victims can report securely due process violations; (2) track and record violations committed by security forces; (3) refers victims to needed services and (4) refer the perpetrators for investigation where appropriate.
- Design and pilot a public information and education campaign, designed to raise awareness on the role of the police; due process rights; how to use and access the courts; complaints-receiving mechanisms. Examples of appropriate channels may be via radio, community theatre, mosques, and schools.

- Pilot joint initiatives on community-oriented approach for the delivery of security in targeted informal settlements such as community policing services/ community watch. This will promote trust and greater cooperation between displaced populations and security forces.
 - Mobilise resources to invest in trainings that equip security forces and police in particular to understand key protection issues very well. These trainings would be done in conjunction with training on referral mechanisms to justice and health professionals. This will also include ensuring female security officers assigned to protect DAC-settled areas are trained in prevention and response to sexual and gender-based violence (SGBV).
- ii. Providing DACs with Identity Documents:**
- Scale up World Bank funded Digital ID project to ensure that the most vulnerable populations, notably IDPs and refugee returnees (both groups being nationals) are targeted in a prioritised fashion.
 - Establishment of government owned displacement data and figures.
 - Strengthen inter-ministerial cooperation and linkages with the newly established National Identification Authority, which is expected to spearhead the registration of persons as Somalia seeks to build a new database for citizens.
 - Build national data systems for displacement information and statistics including expansion of biometric registration systems.
 - Mobilise donor support in a coherent manner in order to maximise resources and avoid duplication of identity systems.
- iii. To Create an Environment Conducive for Achieving the Outcome Under SO2:**
- Under leadership of MoIFAR, develop a national social cohesion policy that promotes sustainable (re)integration of DACs.
 - Incentivise dialogue between formal and the informal power structures that they can coexist and complement each other.
 - Explore joint efforts and partnerships with traditional and religious leaders to advance downward accountability to their communities particularly in displacement hubs and potentially use their influence to put pressure on gatekeepers to change current behaviour and practises.
 - Organise for periodic two-way information sessions with DACs across the country allowing for public dialogue on government response to displacement issues to improve public perception of, and trust in, local authorities. This can be done through interactive radio sessions and public dialogue forums to improve two-way communication, including raising awareness of government service delivery and other interventions in displacement-affected communities.

STRATEGIC OBJECTIVE 3

To increase access to sustainable livelihoods and employment opportunities by displacement affected communities by creating conditions conducive to the achievement of their self-reliance.

OUTCOME 3

25% of 250,000 new jobs generated within 5 years will be allocated for IDPs and refugee-returnees by creating an environment that enables the private sector to support growth in sectors that hold the greatest potential for both value-added and employment opportunities in the short to medium term years are occupied by Displacement Affected Communities.



Rationale

Restoring sustainable livelihoods in urban and rural areas in Somalia is critical to reduce poverty, vulnerability and exclusion. Agriculture provides 60 percent of Somalia's gross domestic product, 80 percent of its employment, and 90 percent of its exports.⁹⁰ It is estimated that 46% of the labour force is engaged in agriculture.⁹¹ Somalia is dominated by two livelihood systems, pastoralism and agro-pastoralism, whilst a small proportion of the riverine population in the south depends on settled agriculture⁹². Despite its importance, this sector has its own challenges, especially during droughts. Furthermore, pastoralism and rain-fed crop cultivation are under threat from severe deforestation and soil erosion in the absence of environmental governance.

In urban centres, trading and casual labour activities dominate. Urban livelihoods are dependent on the market for basic needs and are thus also affected by seasonal factors. According to the World Bank microdata analysis for Somalia, IDPs and refugee returnees are more likely than urban residents to be inactive in the labour force and not enrolled in education⁹³. Refugees have an even lower rate of labour force participation, with challenges around legal permission to work under refugee status. Furthermore, a recent aspirations survey conducted in Mogadishu, Baidoa, Dollow and Kismayo, an important share of surveyed displaced households reported to losing their livelihoods and switched from subsistence farming to day labour or casual jobs⁹⁴. These are more adapted to the urban context but also provide a less sustainable type of income. A sharp decrease in subsistence farming and subsistence livestock production as the primary sources of income and household financial support were observed in Mogadishu, Baidoa and Dollow, except Kismayo. Displacement has

caused an almost two-fold increase in day labour or casual work as the primary source of income, except in Kismayo where the increase was more moderate. With the survey, host and displaced communities had similar sources of livelihoods but self-employment is more widespread among host communities. In all locations except Dollow, significantly more host community than displaced community respondents report business or self-employment as their primary source of income, which might indicate better access to start-up capital and higher level of economic integration⁹⁵. Furthermore, analysis from the World Bank highlights that agricultural IDPs⁹⁶ displaced into urban areas face difficulties in adjusting to labour markets and higher poverty than non-agricultural IDPs⁹⁷.

Rural livelihood systems are exposed to seasonal climatic risks, which are increasing in frequency and severity. Such risks contribute to seasonal food insecurity with the risk of destitution. Sedentary agriculturalists in southern Somalia were amongst the worst affected by famines in the last two decades, and they make up the majority of the IDP population⁹⁸. Pastoralists face different sources of vulnerability, including climate change, shortage of water and pastures, livestock diseases, and resource conflicts, which contribute to their poverty. Low population density, mobility, and challenges of access due to conflict and lack of infrastructure lead to limited access to services for these populations.

At the same time, Somalia's education sector

continues to face immense challenges and it is not regulated. Private institutions flourish without being supervised and there is a gap in specialised or high-level skills. The destruction of the education infrastructure during the civil war placed a heavy reliance on informal education and private schools without government regulation, oversight or proper planning. Somaliland and Puntland piloted a Technical and Vocational Education and Training (TVET) curriculum in line with the Vocational Qualification Framework (VQF) of Somaliland, developed in 2011 with the support of the European Union. The VQF aims to align TVET programmes and qualifications with the needs of the labour market and was established as safeguard against the institutionalisation of supply-driven training programmes that cannot provide graduates with competencies and skills relevant to the needs of the labour market⁹⁹. The lack of uniform or established frameworks to address labour market needs has meant that existing programmes in areas such as tailoring, cosmetology and electrical installation do not offer training with significant long-term impacts¹⁰⁰. Retail-oriented trainings are flooding the labour market whereas the commodities sectors and fisheries continue to largely lack technical skills¹⁰¹. Furthermore, few women are being trained to work in productive sectors as majority of these trainings tend to focus on beauty and aesthetics or accounting. Women and youth also continue to face discrimination and considerable socioeconomic barriers to accessing jobs and livelihood opportunities— with 74 and 61 percent currently remain

Rural livelihood systems are exposed to seasonal climatic risks, which are increasing in frequency and severity. Such risks contribute to seasonal food insecurity with the risk of destitution.

unemployed¹⁰². The Somali economy is largely unregulated and there are few legal hurdles to business development. The role played by the private sector and diaspora in the pursuit of durable solutions however, cannot be overstated. Despite the boom in the mobile money market in Somalia, 85 percent of the population is still excluded from the formal banking sector, and lack access to credit¹⁰³.

Self-reliance is not only linked to the availability of livelihood opportunities but also to the ability to maintain mobility and to work legally¹⁰⁴. In 2019, MoLSA finalized the National Employment Policy which focuses on three priority areas, i.e., strengthening private sector and promoting Micro Small and Medium Enterprises (MSMEs); supporting productive economic sectors for job-creation; and strengthening labour market governance. The policy adequately covers all relevant areas including focus on vulnerable segments of society and inclusion of women, youth, IDPs and persons with disabilities¹⁰⁵. The signing of the 2019 Kampala Declaration on Jobs, Livelihoods and Self-reliance and the subsequent endorsement of IGAD Protocol on Free Movement in February 2020 will promote labour mobility, facilitate access to complementary pathways of refugees from IGAD countries, and seek solutions to protracted displacement through socioeconomic support.

SO3 PRIORITIES

To achieve Outcome 3 with regard to:

i. Urban Livelihoods:

- Align the broader urban development agenda with economic inclusion of displaced populations in urban centres and their peripheries, and especially in relation to women and youth.
- Implement a national internship programme with assigned allocation quota for displacement affected youth graduates (including TVET students).
- Use nation-wide labour force surveys to track percentage of youth (refugees, returnees, and IDPs) entering the labour market with a TVET certificate or diploma and among those who have secured a decent job.
- Mobilise domestic and diaspora finance through innovative investment vehicles including access to credit facilities focused on funding for MSMEs, cooperatives and related enterprise initiatives at a community level.
- Mobilise resources to expand opportunities for salaried employment for DACs through public works programmes that can help accommodate the influx of new workers into urban labour markets. Approaches that combine the development of cognitive and non-cognitive skills with vocational training and/or cash transfers can help address psychosocial challenges such as trauma and depression that may impede DAC participation in the labor market.
- Accurately measure the impact of private sector investments and engagement in displacement affected communities to identify and replicate successful models. This would aid in designing new private sector platforms and programmes, engaging more companies, and strengthening the case for more private sector involvement.
- Facilitate periodic forums with private sector actors to build spaces for dialogue and common understanding around durable solutions, mutual interests, risks and sustainability.
- Support cross-border analyses or market opportunities including labour market opportunities, and integrated cross-border projects on education, livelihoods and TVET.

ii. Rural Livelihoods:

- Create incentives for the private sector to invest in businesses related to fisheries, livestock breeding, dairy, vegetable and fruit production, including in peri-urban areas, and processing which create jobs for DACs.
- Consider a combination of a value chain approaches and local economic development supported by sound evidence and analysis, where selected value chains with highest potential growth are supported in strategic locations, including links to local private sector, public institutions and civil society and integration of renewable energies.
- Initiate more extensive mapping of existing initiatives that set out to improve natural resource management to mobilise resources for more investment.
- Establish linkages with major multi-year resilience programming focused on value chain production, diversification of livelihoods and asset preservation, disaster risk management, as well as improved community-level governance.

iii. To Create an Environment Conducive for Achieving the Outcome Under SO3:

- Mobilise resources for the creation of national labour market information system to better plan and manage the labour and employment sector based on better quality, up-to-date, timely, reliable, and accurate data, analysis and reporting.
- Conduct longitudinal nation-wide labour market and skills assessments targeting DACs to provide a better sense of the livelihoods and employment trends.
- Prioritise systematic, long-term, and well

planned TVET infrastructure and capacity development particularly in displacement hubs. Advocate for the planned construction of seven national TVET centres to strategically target displacement hubs.

- Align the implementation of the National Employment Policy with durable solutions agenda to promote sustainable employment and decent work, social protection and social inclusion, and facilitate transition towards an environmentally sustainable economy and access to public services for DACs.
- Consult with the ministry on the status of the development of the MSME policy and identify the opportunity to define required synergies and support to mainstream focus on DACs in the document.
- Support advocacy of displacement affected women associations for the inclusion of the principles adopted in the Somali Women's Charter in the new Constitution, especially regarding financial services and technologies to women.

STRATEGIC OBJECTIVE 4

To increase access to justice and rule of law by displacement affected communities by strengthening formal and informal justice structures.

OUTCOME 4

Substantially more DACs have access to traditional, transitional or formal justice, in particular with regard to evictions, restoration of HLP rights, Sexual Gender Based Violence and other forms of violence.



Rationale:

The lack of access to a fair and equitable justice system is one of the most pressing problems confronting modern Somalia on its path towards stability and reconstruction. Rebuilding Somalia’s formal justice system remains highly challenging, complex, and a long-term process. For over two decades, the country has lacked effective formal justice institutions in the country. In theory, DAC populations have access to justice mechanisms however, they are not able to go to courts due to the high cost of court fees. There is also widespread dissatisfaction with the lack of formal justice systems, which leads to heavy reliance on traditional and informal justice mechanisms. There exist some joint programmes by UN agencies and NGOs that address issues related to justice by increasing access to the rule of law at grassroots levels and expanding justice mechanisms to more areas. With regard to legal aid, in 2016, the Ministry of Justice (MoJ) led in development of the National Legal Aid Policy. The policy aims to ensure access to justice services for all, and particularly for the poor, women and vulnerable. It regulates legal aid providers and provides clear procedures and process in delivering services.

At the same time, there remains a disconnect between DAC access and use of statutory justice mechanisms. Customary justice mechanisms for instance, which greater numbers of displaced populations use, may exacerbate their vulnerabilities and impact arbitration between clans outside of camps. Difficulties in accessing formal justice mechanisms are widespread. In majority of IDP camps and settlements, the dispute resolution mechanisms that are used depend on the type of dispute. Small disputes are solved by clan elders, together with settlement and camp managers, or by peace committees. Larger disputes are referred to the district courts.

To a greater extent than host communities, IDPs and returnees tend to rely on Xeer, religious leaders and peace committees for conflict mediation.



Research conducted by the Traditional Dispute Resolution (TDR) unit of the Ministry of Justice (MoJ)¹⁰⁶ confirms the importance of Xeer in providing accessible justice and dispute resolution in Somali society, including to poor and marginalised groups. Xeer is recognised as a code of conduct to settle disputes and keep the peace between clans and sub-clans. Historically and today, Xeer is the primary mechanism used for dispute resolution; however, while it is widely trusted, it is also recognised as having weaknesses and being in need of strengthening through the establishment of a relevant policy framework. To a greater extent than host communities, IDPs and returnees tend to rely on Xeer, religious leaders and peace committees for conflict mediation. The 2018 Sexual Offences Bill does not allow for criminal cases, particularly SGBV to be decided through Xeer but the practice still persists. Marginalized clans in IDP camps are represented in disputes by their clan elders and arbitration of inter-clan disputes is therefore seen as fair. Outside IDP settlements, however, there is a challenge to fair arbitration when mediating with clans that are politically and militarily stronger. Furthermore, data on access to justice is limited. Some formal dispute resolution structures have been created and supported by local governments. Nevertheless, more information is needed on the effectiveness of these mechanisms, along with more data on how they are perceived.

SO4 PRIORITIES

To achieve Outcome 4 with regard to:

i. Strengthening Access to Formal Justice Structures and Systems:

- Anchor durable solutions in legislative frameworks to strengthen remedies for displacement-related violations, including access to justice, reparations and information about the causes of violations. Enforcement of the forthcoming IDP Act will allow for stronger engagement by Justice, Security

and Rule of Law sector on displacement issues.

- Develop partnerships with Faculties of Law in Mogadishu and other universities to analyse to understand what legal steps might be prepared or undertaken to inform and support future returnees on their integration with receiving communities.
- Work closely with JLOS to enhance public access and awareness of justice services by creating public self-help information counters and designing and implementing modern public intake centres.
- Establish security and justice forums bring together government and implementing partners to discuss major trends in security and justice in collaboration with local durable solutions coordination fora.
- Strengthen collaboration with JLOS to build data and evidence on access to justice. Integrate evidence and analysis from security, police and stabilisation actors in durable solutions planning.

ii. Strengthening Access to Informal Justice Structures and Systems:

- Improve access to justice by DACs through promoting the provision of legal aid services, enhancing public access and awareness of justice services and Alternative Dispute Resolution (ADR) system. Addressing issues around forced evictions requires engaging and developing the capacities of community elders and judges who use these customary justice resolution mechanisms making them more aware of the vulnerabilities, rights and needs of the displacement affected populations.
- Prioritise development of relevant policy framework along: (1) linkages between state and Xeer mechanisms; (2) Xeer compliance with the Provisional Constitution

of Somalia and with international human rights standards; (3) gender equity in Xeer; (4) protection of the rights and wellbeing of children; (5) the legitimacy of decision-makers (elders) in Xeer; and, (6) clan equity in Xeer processes and decisions; and (7) miscellaneous issues.

iii. Strengthening Access to Transitional Justice Structures and Systems

- Conduct assessment to examine the contribution that transitional justice can make to achieving durable solutions, focusing specifically on some of the ways in which justice measures can support sustainable reintegration processes. This would involve examining conceptual and practical links between transitional justice and durable solutions interventions.

iv. To Create an Environment Conducive for Achieving the Outcome Under SO3:

- Conduct an independent mapping exercise in order to understand the nature and scale of due process violations in south-central regions of Somalia in order to better respond to them.
- Use the Community Action Plans (CAPs) as a rallying point and foundation for reconciliation efforts, particularly in sectors that are important for displaced persons such as restoration of Housing Land and Property rights, transitional justice, protection violations such as SGBV and inclusive governance.
- Conduct an in-depth assessment of the costs, financing options, and implementation plan of a sustainable business model that would focus on making access to impartial justice systems affordable to displaced groups – and especially women - who disproportionately suffer from rights violations, sexual and gender-based violence, as well as forced evictions.

- Customise campaigns targeting DACs with regard to basic legal awareness-raising, or “legal literacy” to educate them on their legal rights and obligations, institutional structures of the legal system, and specific mechanisms that they can use to advance their interests, including the mediation process.

- In collaboration with the MoJ, draw learning from the automated Case Management System in Somaliland to potentially scale up in other parts of the country. The system aims to track court performance and increase accountability, public trust and confidence in the judicial system, and enhances the rule of law. This system can enable courts to maintain records and statistics on court cases involving DACs, women, and minorities.

STRATEGIC OBJECTIVE 5

Invest in EARLY and long-term solutions to prevent displacement caused by floods.

OUTCOME 5

Flood-induced displacement that recurs along the Shabelle and Juba rivers is reduced by 50%.



Rationale

Erratic weather patterns resulting from climate change have led to recurrent droughts and floods in Somalia which over time have become more intense, frequent and predictable. In 2020, flash floods and riverine flooding caused by seasonal rains displaced more than 800,000 people in the country¹⁰⁷. With floods in 2018 and 2019 displacing 281,000 and 416,000 persons respectively, the flood-based displacement figures demonstrate a rising year-to-year trend. Somalia's re-occurring climate related emergencies have resulted in devastating impact on communities. Beledweyne district for instance, is the worst affected with 289,000 people displaced¹⁰⁸ and the town virtually submerged under floodwaters. Additionally, flooding caused significant damage to infrastructure, property, crops, livestock, and delayed planting, including increased risk of malnutrition and water/ mosquito-borne diseases as the water slowly recedes. This situation is compounded by existing humanitarian needs in an already fragile country.¹⁰⁹ Two perennial rivers in Somalia, the Shabelle, which runs through Hirshabelle and SWS and the Juba, which extends the length of Jubaland, require constant maintenance and upkeep, which has been lacking for several decades. Following three consecutive significant rainy seasons, (Deyr 2019, Gu 2020 and Hagaa 2020 traditionally dry) river levels along the Juba and Shabelle Rivers have remained high for a long period with flooding due to overbank spillage and existing river breakages/weak embankments. Tremendous investments have been made on humanitarian aid however, they have no long-lasting effects.

In 2020, the Durable Solutions Secretariat conducted a multi-sectoral Post-flood Impact and Needs Assessment¹¹⁰ in Beledweyne district, Hiiraan region of the Hirshabelle State to identify root causes of flood displacements

and provide early and long-term sustainable solutions that includes devising river water management, sustainable environment and economic development recommendations. As a result of this initiative, Hirshabelle authorities and the local community are now stepping forward to implement the solutions identified starting with the rehabilitation of critical water canal infrastructures. This initiative has resulted in the government taking up responsibility to invest in long-term flood prevention solutions. The Federal Government of Somalia currently developing a National Water Strategy development and management of national water resources under the leadership of the Ministry of Energy and Water Resources (MoEWR) and has setup a disaster early warning mechanism under the Ministry of Humanitarian and Disaster Management (MoHADM).

SO5 PRIORITIES

To achieve Outcome 5 with regard to:

i. Mitigation and Prevention of Flood-induced Displacement:

- Rehabilitate 150 sites of broken riverbanks along the Shabelle and Juba rivers within one year. This will include consistent monitoring and supervision of process of rehabilitating the broken riverbanks.
- De-silt riverbeds of Shabelle and Juba rivers within three years and further rehabilitate/build 150 water reservoirs in rural areas within five years.
- Subsidize small scale farming fodder productions with supply of seeds and other inputs for 300 small scale farming communities along the Shabelle and Juba rivers.
- Rehabilitate 25 relief canals and 150 feeder roads along the Shabelle and Juba rivers and

within three years.

- Mobilise resources for large-scale investments in watershed management and infrastructure that could mitigate the impact of extreme cycles of rainfall, floods and drought will be critical for the resilience of Somali livelihoods dependent on livestock.

ii. To Create an Environment Conducive for Achieving the Outcome Under SO5:

- Enable Rapid and Strategic Recovery towards sustainable solutions for flood-induced displacement. Strategic response requires government leadership and proactive planning. It also requires coordination of all stakeholders to work closely in to facilitate early and long-term solutions.
- Develop national early warning/food security systems and creating operational and institutional linkages to social protection system for seasonal scale-up, including triggers and lines of authority.
- Consider use of the National Disaster Management Fund to finance predictable seasonal safety nets.
- Introduction and setup of environmentally sound waste management and waste disposal mechanisms
- Re-establish the Federal River Management Authority to manage the river water for flood protection, water reservations, basin repair and, excess soil removal from the bottom, general maintenance work and water use.
- Map out existing river breakages/weak embankments on both Shabelle and Juba rivers. Investment in repairing the river breaking points are vital to long-term solutions.
- Develop “business cases” for increased

investment in large scale protective infrastructure for flood management.

- Invest in raising public awareness and civic education to reduce flood risk and mobilise the community around critical and cross sectorial issues.

Summary of Proposed Government Priorities

Preparedness and Awareness

Assessing pre-flood measures to ensure effective response in preparing the population of future flood emergencies in a timely manner. This is to evaluate the key components of emergency preparedness that includes the issuance of early warning and temporary evacuation, education and public awareness and preparedness plan that is linked to the disaster management.

Response

Taking measures to reduce adverse impacts to the population and material values and infrastructure at risk during flooding. Pre-planned activities are implemented and validated, and Institutional efficiency regarding disaster management is tested critically around protection of critical infrastructure, rapid needs assessment and safe shelters.

Resilience and Recovery

Considering measures to assist the affected community to rebuild itself. The post-flood recovery and rebuilding period is viewed as an opportunity to restore improved and better basic lifeline services and make long-term development goals and plans towards finding sustainable solutions to flood disasters. Also, what are the lessons learned from previous

disasters to help reduce vulnerability and preventing future loss.

Solutions

Assessing early and long-term solutions to the recurrent flood cycle and identifying key interventions that can be taken forward to prevent further displacement due to floods in the coming years.

Source: Durable Solutions Secretariat, Post-flood Impact and Needs Assessment in Beledweyne district.

Addressing Drought-Induced Displacement

Since early 2015, the longstanding humanitarian crisis in Somalia has been exacerbated by the impact of consecutive seasons of below average rains. Simultaneously an intensification of conflict, particularly in South Central Somalia, has not only aggravated displacement trends and further impeded households' access to basic services, but has also reduced humanitarian access resulting in a lack of information on population needs and service gaps. The NDSS recognises the strategic significance of the DINA and its accompanying action plan. Since 2016, a number of initiatives around data and analysis, coordination, early response and prevention, collaboration between development and humanitarian actors have taken place. With regard to addressing drought-induced displacement, the NDSS aims to align ongoing initiatives outlined in the DINA and the RRF in the medium and long-term to promote multi-stakeholder response to improve self-reliance, resilience and socio-economic integration of vulnerable populations. A key focus on urban recovery would address the existing structural deficiencies in urban areas under pressure from rapidly rising populations as well as looking at urban planning and development in secondary towns (satellite cities).

7 **CROSS
CUTTING
THEMES**

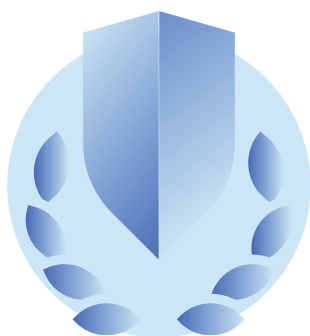




Urbanisation and infrastructure

The NDP-9 presents a window of opportunity to set a positive trajectory for urbanisation, that could enhance economic development, stabilization and resilience. This will require policy frameworks, regional and city level planning and strengthened local governance. There is an active land market and a pipeline of urban infrastructure projects by development banks¹¹¹. Land value increases that result from urban infrastructure investment could be leveraged towards addressing urban challenges, including durable solutions for internally displaced populations at scale. Additionally, infrastructure development is a key factor for productivity, sustainable economic growth and durable solutions. Investment in infrastructure shall be a priority as DACs require basic infrastructure to be restored and protected in order for them to make informed decisions around solutions and options. A number of good practices in land registration, urban planning and municipal revenue already exist in various parts of Somalia and could be replicated, further developed and complemented with various land tools to support the achievement of durable solutions at scale and sustainable urbanization¹¹². Strategic engagement with development actors such as the World Bank remains key. The Bank's focus and work on urban resilience aims to strengthen public service delivery capacity at the sub-national level and support the reconstruction of key urban infrastructure in targeted areas.





Protection

The primary responsibility for protection rests with the national authorities, in accordance with national and international legal instruments. In Somalia, the UN system has identified three priorities that form that basis of its Centrality of Protection Strategy. The strategy takes into account the role and contribution of all the relevant actors- governments, UN agencies and other development actors- to achieve the protection goals. The three priorities include: (1) Enhancing ways to identify and address differential forms of exclusion, including those based on societal discrimination, power structures, vulnerability, age, and gender and strengthening inclusion of and ensuring accountability by community-based and other non-traditional humanitarian responders, for more effective protection to affected population; (2) Addressing critical protection concerns with increasing displacement in IDP sites and collective centers, including heightened protection risks/ threats that have emerged in the failure to end displacement through appropriate solutions; (3) Engaging with conflict- affected communities and parties (national and international) to the conflict to minimise disproportionate and indiscriminate targeting of civilians and civilian assets vital for survival. These three priorities are also reflected in the DINA and RRF.



Social exclusion/ structural discrimination

Social exclusion is defined as a process or state that prevents individuals or groups from full participation in social, economic and political life and from asserting their rights. It derives from exclusionary power relationships resulting from social identity (e.g. race, gender, ethnicity, caste/ clan/tribe or religion) and/or social location (areas that are remote, stigmatised or suffering from war/conflict) or a combination of those¹¹³. In Somalia, dimensions of exclusion link to social groups, ethnic and livelihood groups, gender, age, displacement status, and disability. As articulated in the DINA, Somali society is dynamic and hierarchical, involving shifting interactions and alliances between social groups, sub-groups, ethnic groups and other social groups¹¹⁴. These interactions contribute to evolving relations and divisions and particularly between the power of social groups, with consequent marginalisation and discrimination of lower status groups. Minority and marginalised groups, dislocated from social support networks and traditional and formal decision-making structures, are frequently vulnerable to exploitation and deprivation, having minimal political representation and limited access to education, formal employment, remittances, or humanitarian relief. IDPs for example also suffer discrimination based identity status, appearance, livelihood grouping and community of origin and demonstrate worse levels of nutrition, health, education, access to employment and other services than their (also very poor) neighbours in host communities. In IDP camps in peri-urban and urban areas where the

displaced live in continuing and often worsening conditions of deprivation, social exclusion is deepened and takes a spatial form.



Accountability to Affected Populations (AAP)

AAP should be respected in the search for durable solutions in Somalia. Mechanisms should be put in place so that DACs who have complaints are able to address their concerns to those in authority without fear and that government agencies at all levels should take steps to provide immediate and life-saving actions to DACs. In addition to this, both national and local authorities should grant and facilitate rapid and unimpeded access for humanitarian and development actors to DACs seeking durable solutions. This strategy will adopt the IASC operational framework and commitments on AAP which envisages an active commitment to use power responsibly by taking account of, giving account to, and being held to account by the people humanitarian organisations seek to assist¹⁵. The FGS will work to ensure that everyone has equal opportunities without discrimination. Provision will be made for displacement affected persons with specific vulnerabilities such as widows, orphans, children, women headed-households, persons with disabilities (physical or mental), and persons with chronic illnesses.

Gender

As a cross-cutting issue, gender needs to be streamlined across all the strategic objectives put forth in the NDSS. This requires a better understanding of the different barriers faced by displacement affected men, women, boys and girls in accessing services, economic resources and political opportunities but also to leverage their contribution to achieving durable solutions. The collection and use of sex- and age disaggregated data and the strengthening of gender responsive governance in the short, medium and long term will facilitate the design and implementation of gender-sensitive policies and interventions. Displaced women are also at a greater risk of exclusion in case of divorce, polygamous marriages and widowhood which further exposes them further protection risks.



Youth

The great challenge facing Somalia is that a high proportion of young people have little or no access to productive resources and very limited employment opportunities; consequently, the young tend to be more often unemployed¹¹⁶. Many young Somalis are trapped in an environment of violence, fear, unemployment and poverty. Additionally, majority of youth are excluded from governance, peace building and state building efforts. The youth need to become active citizens and be provided with necessary services by the government to be protected from vulnerability. The NDSS shall promote direct engagement with displacement affected youth to align proposed interventions with their ongoing transitions and concerns. In line with the 2019 National Youth Policy¹¹⁷, the FGS affirms its commitment to its youth population that it is setting and meeting the priorities and development needs of its youth both men and women. Locally driven, youth-focused strategies and interventions can empower displacement affected youth and communities to own development processes and outcomes, making people more likely to support programmes since they are a party to them¹¹⁸. This strategy will align its priorities with the National Youth Policy and will place emphasis on recognising and listening to the voices of displacement affected youth in order to respond to their challenges and priorities within the context of durable solutions.



Climate Change

The NDSS shall consider the effects of climate change on solutions. It includes analysing how it affects decisions and choices within the context of durable solutions, its implications on the sustainability of a solution and climate change. Climate smart and climate adaptation measures must become an integral part of durable solutions interventions targeting poor rural and nomadic populations that are at risk of being displaced by climate related disasters. Additionally, the FGS in partnership with other key stakeholders aims to mobilise resources for increased investments linked to disease prevention, animal health and nutrition, improved crop productivity through better production methods and climate resilient techniques and the strengthening of value-chains to deliver improved economic results in a sustainable way.



8

PARTNERSHIPS, LEADERSHIP & COORDINATION





S omalia has made important progress in creating an institutional structure at the federal level to deal with durable solutions. The Cabinet Committee on Social and Human Development chaired by the Prime Minister with its Social Development Road Map and the Durable Solutions Secretariat offer a solid framework for coordination. The role of MoPIED is framed in terms of developing strategies, plans, ensuring horizontal coordination between relevant ministries as well as ensuring that solutions are adequately reflected in relevant plans and programmes, whereas NCRI has the responsibility for developing policies and datasets. At the same time, the Ministry of Interior as Secretariat member is responsible for vertical coordination between the federal and subnational levels, especially when the role of district authorities and processes leading to their establishment is concerned¹¹⁹. Under the previous National Development Plan (8), there was a resilience pillar under which the Sub-Pillar Working Group on Migration, Displacement and Durable Solutions was established. The latter used to be co-led by NCRI and UNHCR in 2019. The Sub-Pillar Working Group was discontinued. With the revised aid architecture configured around the new NDP 9, new working groups are established aligned with the National Development Plan 9, namely on (1) Inclusive Politics (2) Security and Rule of Law (3) Economic Development, and (4) Social Development. Durable solutions and resilience are discussed within Pillar Working Group 4 on social development. To effectively lead on coordination on durable solutions and foster strategic partnerships, the Durable Solutions Secretariat will:

- Strengthen displacement data systems to better address the humanitarian-development-peace-nexus. This would involve mobilising resources for long-term investment in longitudinal intentions and aspirations studies and assessments.
- Develop a long-term capacity development

strategy that offers a clear vision and strategic outlook and will aim to ensure consistent and coordinated approach to institutional building and long-term capacity development of local authorities at federal, state and local levels.

- Improve collaboration with local governments by developing institutional links with the various durable solutions coordination fora. The strengthening of sectoral coordination at FMS and local levels will promote government ownership and systematic exchange of information amongst all actors. This will also avoid duplication and foster coherence, synergies and consistency at all levels.
- Ensure greater inclusion of Somali civil society in more structural ways. Partnerships between local authorities and civil society can allow for greater access of services to DACs.
- Participate in high level dialogue and inter-ministerial coordination on durable solutions. The Secretariat will continue to advocate and participate in key solutions discussions and dialogue such as the UN Secretary General High-Level Panel on Internal Displacement and in several events organized by the GP20 global campaign.
- Align its work within the new NDP-9 pillar working groups to mainstream and align durable solutions priorities and interventions in key development processes.
- Use the NDSS as a guiding document for the reduction of poverty associated with internal displacement. The Secretariat will include focus on DACs in the annual International Monetary Fund progress reports on the implementation of poverty reduction strategies.
- Work with wider community of practice on

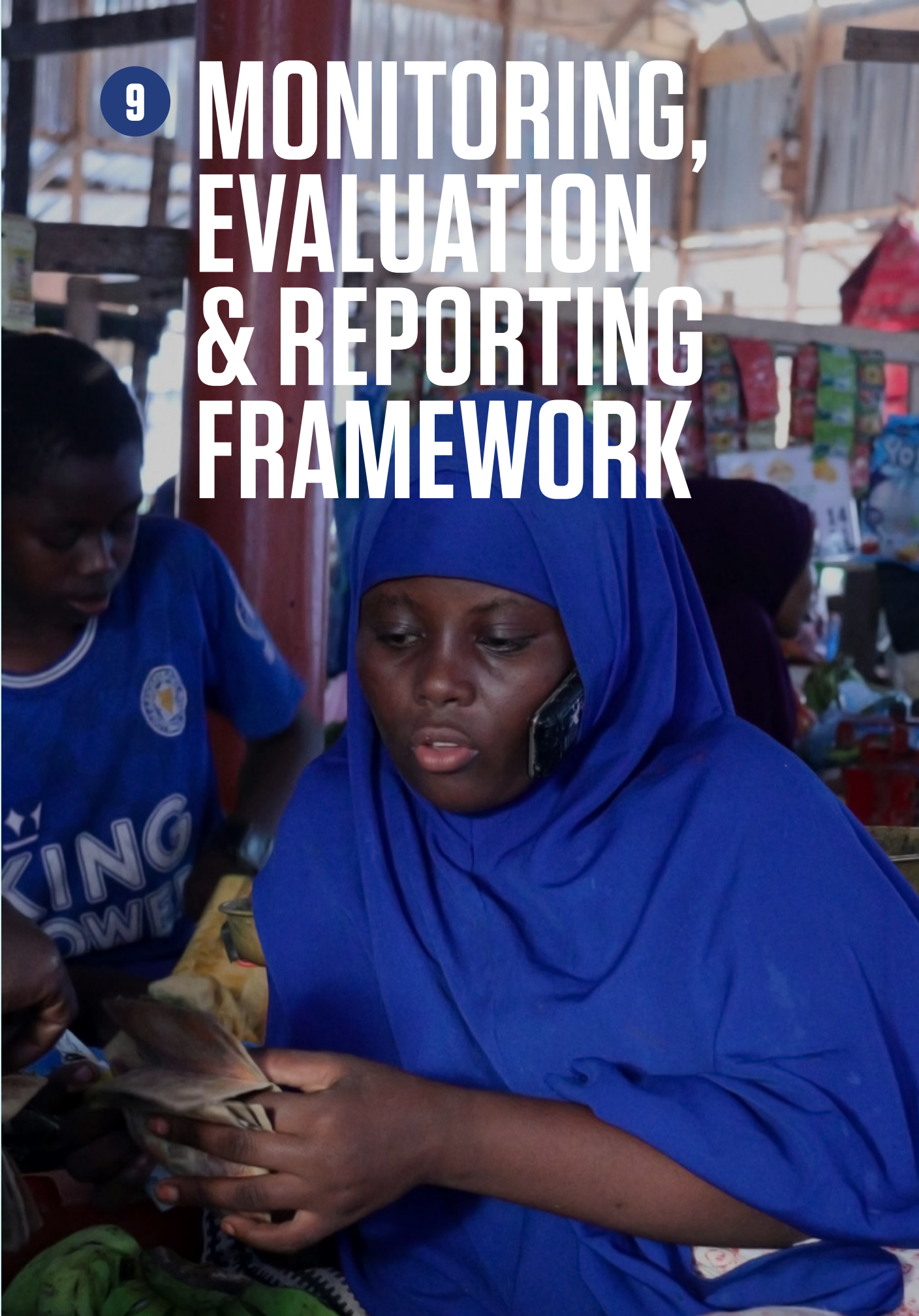
common standards to measure and monitor progress towards sustainable (re)integration to operationalise area-based durable solutions action plans and strategies. This will align with wider discussions around the poverty agenda and monitoring on the Sustainable Development Goals (SDGs).

- Use data and analysis from the Somalia Aid Information Management System (AIMS) to improve accountability, coordination, evidence-based planning, monitoring and evaluation, and aid effectiveness.



9

MONITORING, EVALUATION & REPORTING FRAMEWORK





First-generation durable solutions programmes have shed light on the need for greater focus on monitoring the impact of investments made. The strategic priorities put forth in the NDSS affords a unique opportunity for exploring new and multi-dimensional ways to monitor and evaluate the extent to which durable solutions have been achieved. Given the scope of the NDSS, deploying multiple tools and methodologies to measure progress made towards durable solutions is pivotal to understanding community, household and individual needs, key gaps, and available opportunities for scale up and course correction. The use of collective outcomes, indicators and targets in durable solutions interventions are important for achieving cumulative impact. Below is a summary of the indicator development process for the accompanying action plan for the NDSS.

Indicator development for the action plan of the NDSS

The proposed M&E framework developed to measure accompanied action plan was developed based on:

- A mapping of indicators¹²⁰ collected by various studies and tools¹²¹ which included a focus on durable solutions and displacement.
- Review of the relevant Sustainable Development Goals indicators¹²² (many of which are included in the NDP-9).
- Identifying the best fit of indicators from the Interagency Durable Solutions Library¹²³, which should also be monitored at the population level.
- Define institutional level indicators: The institutional level indicators are those directly linked to and monitoring the particular activity while the population level indicators will help monitor and evaluate the impact

of the activities and the implementation of the overall strategy, i.e. they reflect the aftereffect of the institutional /stakeholder engagement. Therefore, an important step of the development of the M&E is to identify these indicators per activity. For most activities, the institutional level indicator will be straightforward to develop. For example, by measuring the percentage or number, or the fact (i.e. a policy is developed, a model is created) that is a result of the activity.

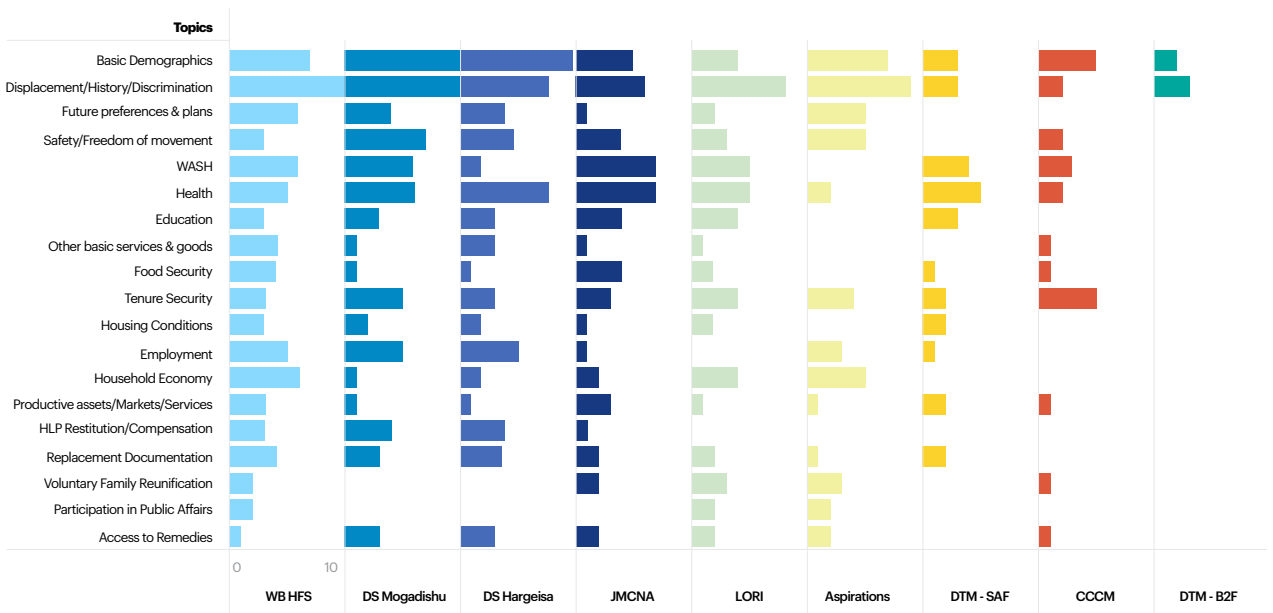
- Define baseline and target for each population level indicator through collaborative validation process: For most of the indicators included in the M&E framework, the source/tool that collects data for it has been indicated and this can be used as a baseline. As part of a collaborative process, the Durable Solutions

Secretariat will reach out to the durable solutions community of practice to request for review and compilation of the baseline for these indicators based on their datasets.

- Overall outcome targets: As part of the validation exercise, it will be important to consider how proposed indicators will be monitored against the specific target/outcome. For example, strategic objective 1, outcome 1 gives specific numbers of DACs to be assisted. Through consultative and participatory workshops, the Ministry of Planning will take this action forward.

Somalia Durable Solutions Indicator Mapping

This graph shows the number of indicators (0-10) per durable solutions related topic for 9 tools measuring displacement in Somalia. The tools are ordered from the most (WB HFS) to least (DTM - BSF) total indicators



ANNEX 1

PLAN OF ACTION: SOMALIA NATIONAL DURABLE SOLUTIONS STRATEGY (2020-2024)

VISION

Achieving durable solutions for displacement affected communities in Somalia through evidence-based analyses, a bottom-up and inclusive consensus building approaches, and integrated and systematic programming.

Specifically, the National Durable Solutions Strategy (NDSS) acts as an operational roadmap that sets out a collective vision, strategic objectives and principles to guide the implementation of durable solutions programming and policies in Somalia over a 5-year timeframe.

THEORY OF CHANGE

If displacement affected communities can have access to services and can live somewhere with security of tenure protecting them against evictions (SO1); can participate in public affairs as full citizens (SO2); have access to sustainable livelihoods and employment (SO3); as well as access to justice (SO4), then they can achieve durable solutions because they are able to become self-sufficient and re-join mainstream society.

Outcomes	Activities	Time frame		
		Short term (Year 1)	Medium term (Years 2-3)	Long term (Year 4+)
Local integration, relocation and reintegration for 5,000 Refugees, 25,000 Refugee-Returnees (appx. 4,000 HH) and 50,000 IDPs (80,000) within 5 years (based on NDP9) across Federal Member States through provision of and access to basic services and shelter and housing with security of tenure.	Creation or expansion of Social Development Models (SDMs) in target locations to enhance the capacity of services to serve them.		✓	✓
	Pilot Public-Private-Partnerships (PPPs) to improving service delivery to DACs.		✓	✓
	Create database of good practices in the delivery of affordable housing in Somalia.		✓	
	Pilot innovative approaches to improving tenure security for DACs in targeted locations.		✓	✓

Outcomes	Activities	Time frame		
		Short term (Year 1)	Medium term (Years 2-3)	Long term (Year 4+)
	Prepare an inventory of land that can be provided by authorities of private owners for voluntary, safe and dignified settlement or relocation.	✓	✓	
	Conduct assessment on value sharing initiatives (land readjustments/swaps/etc.) and PPPs in the area of housing.		✓	
	Develop protocols to fast track the approval of land allocation for projects intending to support the tenure security.		✓	
	Urban IDPs and refugee returnees considered as a target group in Baxnaano Social Safety Net.	✓		
	Develop a National Land Policy.		✓	
	Develop Public Land Inventory.			✓
	Advocate for local district council formation to strengthen property taxation and municipal finance revenues to increase local service delivery for DACs.			✓
	Conduct in-depth assessment examining government led financing options for protracted displacement situations.		✓	
	Conduct a thorough review of the lawfulness of past forced evictions in target locations.	✓		
	Establish relevant coordination, dissemination, consultation, and implementation mechanisms to facilitate lawful evictions.	✓	✓	
	Operationalise the National Evictions Guidelines and Interim Protocol on Distribution of Housing.	✓		
	Develop and implement environmental social impact regulations in the provision of housing for DACs.		✓	
	Encourage member states to locally enforce the April 2020 Evictions Moratorium while drawing learning from Baidoa District Administration.	✓		

Outcomes	Activities	Time frame		
		Short term (Year 1)	Medium term (Years 2-3)	Long term (Year 4+)
Increase in inclusive planning processes and initiatives put in place to guarantee the political and social participation of DACs including securing access to legal identity documents.	Develop the IDP Act to ensure that IDPs are guaranteed their rights.		✓	
	Develop an Independent government led Complaints Feedback Mechanism in pilot IDP camps/settlements.		✓	
	Design and pilot a public information and education campaign on the role of the Justice Law and Order Sector.		✓	
	Develop an inclusive national engagement and outreach plan to promote political participation of IDPs and refugee-returnees.		✓	
	Promote community driven processes to develop and implement community solutions to safety and security needs e.g. community policing services/ community watch.	✓		
	Establish community level dialogue on security issues affecting DACs.	✓		
	Cultivate an improved security environment through collaborative relationships between the police authorities in areas of return, returnees, IDPs and the receiving community.		✓	
	Working with youth, religious leaders, teachers, and community and business leaders to prevent radicalisation in the community.	✓		
	Conduct immigration training sessions for frontline immigration officials on international refugee law, international migration law, international human rights law and principles to be observed in immigration management.		✓	
	Capacity building for relevant line ministries and affiliated Government institutions.	✓	✓	✓
	Scale up World Bank funded Digital ID project to ensure DACs are targeted in a prioritized fashion.		✓	✓
	Establishment of government owned displacement data and figures.			✓
	Build national data systems for displacement information and statistics including expansion of biometric registration systems		✓	
Make business case for expansion of NCRI biometric registration system	✓			

Outcomes	Activities	Time frame		
		Short term (Year 1)	Medium term (Years 2-3)	Long term (Year 4+)
	Develop a National Social Cohesion Policy.	✓		
	Explore adaptive approaches to engage gatekeepers in targeted locations.			✓
	Incentivise dialogue between formal and the informal power structures in targeted locations.		✓	
	Foster public dialogue to improve public perception of, and trust in, local authorities through interactive radio sessions, joint forums etc.	✓	✓	✓
	Support capacity building of local police authorities to build effective, accountable and responsive security networks and response capabilities.		✓	
	Support the increased participation of DACs in civil, political and community development activities.	✓	✓	
25% of 250,000 new jobs generated within 5 years will be allocated for IDPs and refugee-returnees by creating an environment that enables the private sector to support growth in sectors that hold the greatest potential for both value-added and employment opportunities in the short to medium term years are occupied by Displacement Affected Communities	Implement a national internship programme with assigned allocation quota for displacement affected youth graduates (including TVET students)			✓
	Align the broader urban development agenda with economic inclusion of displaced populations in urban centres and their peripheries	✓		
	Use nation-wide labour force surveys to track percentage of youth (refugees, returnees, and IDPs) entering the labour market with a TVET certificate or diploma and among those who have secured a decent job		✓	
	Design national strategy on low-skills employment generation by DACs		✓	
	Mobilise domestic and diaspora finance through innovative investment vehicles focused on funding for Medium Small Micro-Enterprises, cooperatives and related enterprise initiatives at community levels		✓	✓
	Initiate national wide mapping of private-sector solutions and opportunities	✓		
	Facilitate periodic forums with private sector actors to build spaces for dialogue and common understanding.		✓	

Outcomes	Activities	Time frame		
		Short term (Year 1)	Medium term (Years 2-3)	Long term (Year 4+)
	Support cross-border analyses or market opportunities including labour market opportunities, and integrated cross-border projects.		✓	
	Support of asset building groups, livestock redistribution packages and supportive treatment and vaccination of sheep/goats provided to agro-pastoral and pastoral beneficiaries (including start up kits).		✓	✓
	Conduct through nationwide assessment on value chain productivity exploring opportunities in fisheries, livestock, vegetables, fruit, milk production etc		✓	
	Create incentives for the formation of associations, cooperatives, savings and loans associations, youth and women organisations.			✓
	Initiate more extensive mapping of existing initiatives that set out to improve natural resource management.		✓	
	Create linkages with key resilience and nexus programming focused on diversified livelihoods and asset preservation and improved disaster risk management.			✓
	Create national labour market information system.			✓
	Conduct longitudinal nationwide labour market and skills assessments targeting DACs.			✓
	Prioritise systematic, long-term, and well planned TVET infrastructure and capacity development in targeted displacement hubs.			✓
	Align the implementation of the NEP with durable solutions agenda.	✓		
	Advocate for banks to broaden their options for financial guarantors and create transparency around their accessibility.		✓	
	Capacity building for relevant line ministries and affiliated Government institutions.			

Outcomes	Activities	Time frame		
		Short term (Year 1)	Medium term (Years 2-3)	Long term (Year 4+)
Substantially more DACs have access to traditional, transitional or formal justice, in particular with regard to evictions, restoration of HLP rights, Sexual Gender Based Violence and other forms of violence	Create more linkages and cooperation with JLOS to enhance public access and awareness of justice services	✓		
	Support the implementation/ enforcement of the IDP Act and monitor/track progress made	✓	✓	✓
	Establish security and justice forums in collaboration with local durable solutions coordination fora	✓		
	Integrate evidence and analysis from security, police and stabilisation actors in durable solutions planning		✓	
	Improve access to justice by DACs through promoting the provision of legal aid services, enhancing public access and awareness of justice services and Alternative Dispute Resolution (ADR) system		✓	
	Foster conflict prevention and transformation towards agreed solutions	✓		
	Explore feasibility of mobile courts under the Federal and regional Ministries for Justice to support rule of law at local community level		✓	
	Establish partnerships with Faculties of Law in Mogadishu and other Universities to analyse to understand what legal steps might be prepared or undertaken to inform and support future returnees on their integration with receiving communities		✓	
	Increase equitable access to justice and effective remedies in respect of rule of law and human rights standards			✓
	Conduct assessment to examine the contribution that transitional justice can make to achieving durable solutions,		✓	
	Use the Community Action Plans (CAPs) as a rallying point and foundation for reconciliation efforts	✓		
	Conduct an in-depth assessment on affordable justice options for displaced groups in partnership with local academia		✓	
	Conduct legal awareness-raising or “legal literacy” campaigns targeting DACs to provide basics education on their legal rights and obligations, institutional structures of the legal system, and specific mechanisms available			
Capacity building of Ministry of Justice and affiliated Government institutions		✓	✓	

Outcomes	Activities	Time frame		
		Short term (Year 1)	Medium term (Years 2-3)	Long term (Year 4+)
Flood-induced displacement that recurs along the Shabelle and Juba rivers is reduced by 50%	Carry out joint mapping of existing river breakages/weak embankments on both Shabelle and Juba rivers.		✓	
	Rehabilitate 150 sites of broken riverbanks along the Shabelle and Juba rivers.	✓		
	De-silt riverbeds of Shabelle and Juba rivers within three years and further rehabilitate/build 150 water reservoirs in rural areas.			✓
	Subsidize small scale farming fodder productions with supply of seeds and other inputs for 300 small scale farming communities along the Shabelle and Juba rivers.			✓
	Rehabilitate 25 relief canals and 150 feeder roads along the Shabelle and Juba rivers.		✓	
	Mobilise resources for large-scale investments in watershed management and infrastructure that could mitigate the impact of extreme cycles of rainfall, floods and drought.	✓		
	Strengthen inter-ministerial coordination under the leadership of the Ministry of Humanitarian Affairs.	✓		
	Re-establish the Federal River Management Authority.		✓	
	Establish and strengthen community structures including environmental management committees, community disaster response committees.	✓		
	Develop national early warning/food security systems.	✓		
	Establish an environmental database, keeping record of environmental hazardous wastes incidents; monitoring and documenting environmental change and mangrove forest conservation.			✓
	Improve the fertility of the surrounding areas to ready them for planting trees, shrubs and grasses.		✓	
	Improve selected rangelands/pastures by diverting water from roads onto them and plant drought resistant trees in degraded sites.		✓	
	Initiate process for ecosystem management strategy to strengthen natural infrastructure and human resilience against hazard impacts.		✓	
	Strengthen collaboration and coordination between durable solutions and Disaster Risk Reduction (DRR).	✓		

Outcomes	Activities	Time frame		
		Short term (Year 1)	Medium term (Years 2-3)	Long term (Year 4+)
	Develop “business cases” for increased investment in large scale protective infrastructure		✓	
	Enable Rapid and Strategic Recovery towards sustainable solutions for flood-induced displacement through government leadership and proactive planning.	✓		
	Engage in policy dialogue and coordination with Ethiopia on the flood risk management with regards to the floods from the upstream in Ethiopia.		✓	
	Mobilise resources to support environmentally sound waste management and waste disposal mechanism to targeted local communities.		✓	
	Establish a National Disaster Management Fund to finance predictable seasonal safety nets.	✓		
	Conduct public awareness and civic education to reduce flood risk and mobilise the community around critical and cross sectorial issues.		✓	
	Mobilise resources to set up government led durable solutions programme in Beledweyne district.	✓	✓	

ANNEX 2

METHODOLOGY

A combination of quantitative and qualitative methodologies that use a strong participatory approach consisting of semi-structured Key Informant Interviews (KIIs) and Focus Group Discussions (FGDs) were employed. Specific efforts were made to ensure a diverse cross section of views. Several rounds of consultations were conducted with government actors, donors, development, humanitarian, peace and state building actors, Civil Society Organisations (CSOs), private sector, academics, DACs and community leaders at national, municipality and local levels. Furthermore, consultative workshops with refugee returnees, CSOs, and private sector were also organised.

The following qualitative tools were used in order to validate information already gathered through field work.

- **Desk Study:** The desk research included comprehensive literature review of key studies, assessments, case studies, project documents, and policies on durable solutions.
- **Focus Group Discussions (FGDs)** 12 total; two per location- Puntland, Hirshabelle, Galmudug, Banadir, Jubaland and South West. All focus group discussions were organised with an inclusion perspective while

mainstreaming gender and diversity. Due to Covid-19 restrictions, a rapid assessment was undertaken in Somaliland to ensure key views and perspectives were captured.

- **Key Informant Interviews (KIIs):** 120 KIIs were jointly undertaken by national and international independent consultants. KIIs were mainly done virtually due to COVID-19 restrictions.
- **Area-based consultative workshops:** a series of workshops were conducted virtually to better understand durable solutions, needs, procedures and gaps as well as existing and planned initiatives to support these amongst key stakeholders, including governmental actors at the local and national levels, private sector, local civil society and donors.
- **Overview of the MoPEID/ Durable Solutions Secretariat Database:** the research involved a rapid assessment of the secretariat's database in order to get a better understanding of the various trends in durable solutions questions across locations and gender imbalances, including mission reports and analyses produced.

ANNEX 3

LIST OF GOVERNMENT ENTITIES AND ORGANISATIONS CONSULTED

- Office of the Prime Minister
- Office of the Special Envoy for Children and Migrants' Rights – Office of the Prime Minister
- Directorate of Environment and Climate Change – Office of the Prime Minister
- Ministry of Agriculture
- Ministry of Energy and Water Resources
- Ministry of Fishery and Marine Resources
- Ministry of Humanitarian Affairs and Disaster Management
- Ministry of Interior, Federalism and Reconciliation
- National Commission for Refugees and IDPs
- Ministry of Labour and Social Affairs
- Ministry of Planning, Investment and Economic Development
- Ministry of Public Works, Reconstruction and Housing
- Ministry of Women and Human Rights
- Federal Government, Federal Member States and Banadir Regional Administration
- Somali Non- State Actors (SONSA)
- Somali Chamber of Commerce and Industry
- Hormuud Salaam Foundation
- Somali Bankers Association
- Dahabshiil Bank
- Somali Women Development Centre (SWDC)
- Shabelle Relief and Development Organization (SHARDO)
- South Central Somali Youth Umbrella (SOCISOYU)
- Disable Welfare Foundation
- National Union of Somali Journalists (NUSOJ)
- Ma'ani Vocational Training Center (MVTC)
- Marginalized Communities Advocates
- Formerly DFID, now Foreign Commonwealth and Development Office
- European Union (EU)
- Inter-Governmental Authority on Development
- Danish Embassy
- Danish International Development Agency (DANIDA)
- Embassy of Sweden
- Embassy of Switzerland
- Swiss Development Corporation (SDC)
- Italian Agency for Development Cooperation (AICS)
- United States Agency for International Development/ The Office of U.S. Foreign Disaster Assistance
- World Bank
- Resident Coordinator Office
- UN Habitant
- United Nations Development Programme (UNDP)
- United Nations Commissioner for Refugees (UNHCR)
- United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA)
- United Nations Assistance Mission
- World Food Programme
- International Organisation for Migration (IOM)
- UN High Level-Panel on Internal Displacement
- Somali NGO Consortium
- Concern Worldwide
- Danish Refugee Council / Danish Demining Group
- International Rescue Committee
- Mercy Corps
- Nordic International Support Foundation
- Norwegian Refugee Council
- Regional Durable Solutions Secretariat
- Save the Children
- Shelter cluster
- World Vision
- International Development Law Organization

GLOSSARY

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)
Dignity	Means that displaced people are able to return unconditionally and if they are doing so spontaneously they can do so at their own pace, that they are not arbitrarily separated from family members and that they are treated with respect by the authorities and full acceptance by the national authorities, including the full restoration of their rights.
Displacement affected communities	Entails all displaced populations including refugee-returnees and internally displaced persons (IDPs); host communities and populations; and communities receiving refugee-returnees and IDPs in areas of return, local integration or settlement elsewhere in the country.
Durable Solutions	According to the IASC Framework on durable solutions for internally displaced persons, “a durable solution is achieved when internally displaced persons 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 or settlement elsewhere in the country.
Forced evictions	The permanent or temporary removal against their will of individuals, families or communities from the homes or land that they occupy, without the provision of and access to appropriate forms of legal or other protection ¹²⁴ .
Host Community	Refers to the country of asylum/area of internal displacement and the local, regional and national governmental, social and economic structures within which refugees/IDPs live. Urban refugees live within host communities with or without legal status and recognition.
Integration	The process whereby refugee-returnees or IDPs become accustomed to and adapted to the social, cultural, political and economic customs of a new community following their displacement or return. The aim is that refugee-returnees and IDPs should have access to the same rights, systems and services as the people they live among, in peaceful coexistence and without the need for special assistance.
Internally Displaced Person (IDP)	In line with National Policy on refugee returnees and IDPs; IDPs are distinguished from refugee-returnees, as follows: a. IDPs are: <p>persons or groups of persons who have been forced or obliged to leave their original homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, clan-based or other forms of generalized violence and insecurity, development projects, violations of human rights, or natural or human-made disasters, and who have not crossed an internationally recognized state border;</p> <p>persons or groups of persons who are forcibly evicted from their settlement, and who have no access to an adequate housing or land alternative or to appropriate compensation that would allow them to restore their lives in a sustainable manner; and</p> <p>pastoralists who have lost access to their traditional nomadic living space through loss of livestock, or loss of access to grazing and water points or markets and have therefore left their habitual living space.</p>
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	<p>Local integration is a process which leads to durable solutions for refugees with three inter-related dimensions: Legal, Economic and Social. There are 3-core dimension of local integration (UNHCR; Crisp, 2004):</p> <p>The legal dimension involves integrating the migrant into rights enjoyed by the host community. For refugees, this involves considerations of citizenship of the country or naturalization but for IDPs this issue may not be of high importance.</p> <p>The economic dimension involves supporting migrants to have sustainable livelihoods where they have decided to relocate.</p> <p>The social dimension of local integration is to the enable refugees access social services such as education and health, and participate in the social fabric of their society.</p>
Migrant	An umbrella term, not defined under international law, reflecting the common lay understanding of a person who moves away from his or her place of usual residence, whether within a country or across an international border, temporarily or permanently, and for a variety of reasons (IOM)
Protracted displacement situations	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)
Refugee	UNHCR definition of refugee: A refugee is someone who has been forced to flee his or her country because of persecution, war or violence. A refugee has a well-founded fear of persecution for reasons of race, religion, nationality, political opinion or membership in a particular social group.
Re-integration	The re-entry of former refugee-returnees and IDPs back into the social, economic, cultural and political aspects of their original community or other regions of their choice, whereby they have access to the same rights, systems and services as the people among whom they live, in peaceful coexistence.
Repatriation	A situation whereby refugees, of their own free choice, return to Somalia, or to their places or countries of origin or of their citizenship after fleeing from any kind of displacement. The right to non-refoulement, as identified in the 1951 Convention Relating to the Status of Refugees, is non-derogable and all repatriation supported by this policy must be voluntary.
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)
Returnees	Refugee-returnees are those who suffer secondary internal displacement upon return, or who find themselves in a protracted situation of displacement similar to IDPs due to their inability to return to their former homes or places of habitual residence. As with IDPs, refugee-returnees are covered by this policy framework without prejudice to international agreements and plans applicable to their situation.
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)
Unlawful displacement	Displacement that contravenes either national law or international law and standards, including forced eviction consistent with the prohibited displacement categories listed in Article 4(4) of the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention).

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