



Facilitating Durable Solutions in Somalia

Experiences from Midhimo-I and the Application of Human Security



United Nations Trust Fund
for Human Security

Facilitating Durable Solutions in Somalia - Experiences from Midnimo-I and the Application of Human Security
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Photo 1: Children Playing on Donkey Cart, Beledweyne / WHO Somalia



Photo 2: Woman Preparing a Meal, Beledweyne / WHO Somalia

Foreword

Across Somalia, a vicious combination of conflict and natural disasters such as draught and flooding have caused 2.6 million persons to leave their home in recent years. Nearly half, 1 million, are displaced in central and southern Somalia, namely in Jubaland, South-West and Hirshabelle.

With the vast majority of Internally Displaced Persons residing and intending to remain in urban areas, the efforts to provide Durable Solutions must be ramped up.

The Midnimo (Unity) project contributed to this effort by developing Durable Solutions for displacement-affected communities. Funded and supported by the United Nations Trust for Fund Human Security and the United Nations Peacebuilding Fund, UN-Habitat and the International Organization for Migration jointly implemented a comprehensive set of activities and pilot projects.

Grounded in the Human Security approach, Midnimo-I worked closely with affected populations in order to empowered communities and local governments to drive their own, context-specific Durable Solutions.

This handbook tries to distil tools and lessons from the many diverse experiences, successes and areas for improvement of other and upcoming Durable Solutions projects. Through Human Stories, it offers a platform for programme participants and beneficiaries to share their personal experiences.

Intended as a work in progress, the handbook sheds light on what effectively are steps towards more streamlined Durable Solutions programming. By placing Human Security at the heart of the United Nations' strategy for Durable Solutions, it considers human mobility as a key factor of human insecurity. It unpacks how Human Security can serve as a valuable lodestar to increase the impact of operational work, strengthening the humanitarian development and peace building nexus.

Not at last, the handbook aims to provide a wide range of stakeholders, with UN agencies at the forefront, with practical ideas to integrate the Human Security approach when devising strategies and advocating for Durable Solutions.

1

Intro

1.1 BACKGROUND

Halima Hassan Samow, a 43-year old mother, sells groceries in her newly constructed market shed in Madina Village, which allows her to support her five children. A few villages away, Mukhtar, his wife and their ten children move into the family's new permanent home in Midnimo Village. 500km north, all the way across Jubaland, youth from the displaced and the host community in Dolow compete in a friendly football match. All the while, in the neighbouring South West State, a drum performance sees community members dancing together in the streets of Baidoa.

These experiences of displacement-affected persons show how, since the formation of the federal government in 2012, Somalia has made substantial advances towards peace and security. Nevertheless, the persistence of destabilising factors such as violent extremism, natural disasters, clan-, land- and resource-based conflicts, weak governance, and new and protracted displacement continue to threaten Human Security. Somalia's towns and cities, although often strained for resources, have become the primary destination for displaced persons, offering hope for improved living conditions.

Faced with varying forms and levels of human insecurity, individuals and communities living in South Central Somalia have been contributing to the bottom-up provision of a range of essential services for their local communities. Adding to this, the growing capacity of the federal and local governments has allowed the public sector to step up to serve the local population, increasing top-down protection. Midnimo-I was designed to leverage the strength and potential of both local communities and governments by applying the Human Security approach to the facilitation of Durable Solutions.

This handbook will explore how this was done in the following chapters:

- **Chapter 2 – Context** provides facts and figures and an overview of existing strategies, plans and initiatives.
- **Chapter 3 – Tools** outlines how different project components contributed to the facilitation of Durable Solutions and Human Security in South Central Somalia.
- **Chapter 4 – Way Forward** gives recommendations for mainstreaming Human Security into Durable Solutions programming.

1.2 DEFINITION OF CONCEPTS

Human Security

“Human Security is an approach to assist Member States in identifying and addressing widespread and cross-cutting challenges to the survival, livelihood and dignity of their people.”

(General Assembly resolution 66/290)

Human Security is the desired condition of being free from fear, free from want and free to live in dignity, as much as it is a proven analytic framework and a practical/ operational approach to achieve said condition. The concept of Human Security emerged after the Cold War and was first defined in the 1994 United Nations Development Programme (UNDP) Human Development Report. Human Security is a distinct way of thinking about security that signifies a departure from the traditional view of protecting the state to protecting the person. By placing individuals and groups at the centre, Human Security is grounded in the complex realities of everyday life.

The Human Security approach is designed to analyse local realities by focusing on the multiple forms and root causes of human insecurity. The seven nonexclusive and inexhaustive security categories are economic, food, health, environmental, personal, community and political security.

Premised on the notion that crises are complex and entail multiple threats to people’s physical, mental and social wellbeing, the approach seeks to uncover the interrelated and often mutually exacerbating nature of the different forms and root causes of human insecurity. Human Security complements humanitarian efforts by recognising that long-term solutions that are cognisant of local capacities and resources, are a precursor of sustainable results and prevention of recurrence of crises.¹

Applying the Human Security approach can significantly enhance the contribution of programmes and projects to the local and global realisation of the 2030 Agenda for Sustainable Development, the New York Declaration for Refugees and Migrants, the Sendai Framework for Disaster

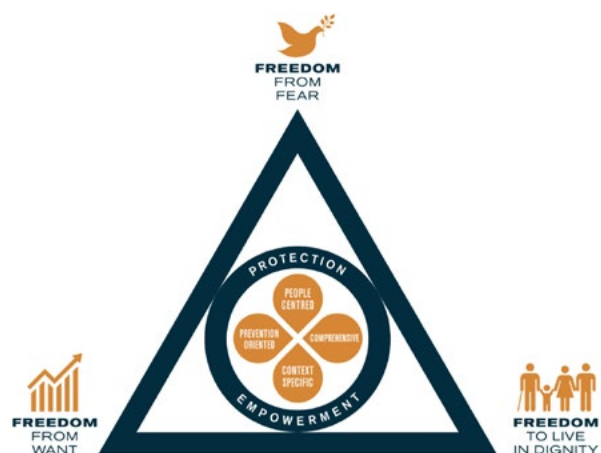


Figure 1: Human Security Visualisation / UNTFHS

People-centred	<ul style="list-style-type: none"> • Inclusive and participatory. • Considers/engages/ensures the participation of individuals and communities under stress in defining their needs, vulnerabilities and capacities in responding to their insecurities. • Collectively determines which insecurities to address, and identifies priorities and available resources, including local assets and indigenous coping mechanisms. • Manages expectations and strengthens social harmony.
Comprehensive	<ul style="list-style-type: none"> • Comprehensive analysis of root causes and manifestations of a particular threat across the different components of Human Security. • Develops multisectoral/multi-stakeholder responses by promoting dialogue among key actors from different sectors/fields/communities/ groups (includes actors and sectors not previously considered relevant to the success of a policy, programme or project). • Helps to ensure coherence and coordination across traditionally separate sectors and fields thereby strengthening resilience. • Assesses positive and negative externalities of each response on the overall Human Security situation of the affected community(ies).
Context-specific	<ul style="list-style-type: none"> • Requires in-depth analysis of the targeted situation. • Focuses on a core set of freedoms and rights under threat in a given situation. • Enables the development of more appropriate solutions that are embedded in local realities, capacities and coping mechanisms. • Takes into account local, national, regional and global dimensions and their impact on the targeted situation.
Prevention-oriented	<ul style="list-style-type: none"> • Identifies risks, threats and hazards, and addresses their root causes. • Focuses on preventative responses that are proactive and not reactive.
Protection and empowerment	<ul style="list-style-type: none"> • Combines top-down norms, processes and institutions, including the establishment of the rule of law, good governance, accountability and social protection instruments, with a bottom-up focus in which inclusive and participatory processes support the important roles of individuals and communities as actors in defining and implementing their essential freedoms. • Helps identify gaps in existing frameworks in order to mitigate and wherever possible prevent the impact of these deficits on broader development, peace and stability both within and across countries. • Encourages participatory processes, reinforces peoples' ability to act on their own behalf, and supports local and national ownership to manage current and future challenges.

Table 1: Fundamental Principles of Human Security

Risk reduction, and the Sustaining Peace Agenda.² Projects, such as Midnimo-I, that take a Human Security approach to facilitate Durable Solutions, can strengthen the United Nations' support to Member States in transitioning from humanitarian crisis to long-term sustainable development. Human Security helps communities and governments to identify and address root causes of protracted

displacement and persistent poverty, including resilience to climate change and natural disasters, and promotes peaceful and inclusive communities. The Human Security approach comprises five fundamental principles listed in Table 1.

Durable Solutions

Durable Solutions are achieved when displaced persons and communities can enjoy their human rights and security without discrimination based on their displacement.

Three mechanisms, explored in detail in the Inter Agency Standing Committee (IASC) Framework on Durable Solutions, are commonly agreed upon as facilitating the achievement of Durable Solutions: **(i) return**, i.e. sustainable reintegration at the place of origin, **(ii) local integration**, i.e. sustainable local integration in areas where internally displaced persons take refuge, and **(iii) settlement**, i.e. sustainable integration in another part of the country.³

However, the mere return, local integration or settlement of displaced persons or communities does not automatically equate to a durable solution.⁴ The specific needs, vulnerabilities, and human rights and security concerns linked to displacement often persist even after a conflict or natural disaster has ended. They can affect displaced persons and communities as much as they can affect the host communities.

Working towards Durable Solutions, thus revolves around gradually diminishing displacement-related vulnerabilities, assistance and protection needs, while strengthening capacities, skills and resilience of displacement affected persons and communities to attain Human Security.

The **IASC Framework** suggests a number of potential criteria to determine to what extent Durable Solutions have been achieved:⁵

- Long-term safety, security and freedom of movement
- An adequate standard of living, including at a minimum access to adequate food, water, housing, health care and basic education;
- Access to employment and livelihoods;
- Access to effective mechanisms that restore their housing, land and property or provide them with compensation.
- Access to and replacement of personal and other documentation;
- Voluntary reunification with family members separated during displacement;
- Participation in public affairs at all levels on an equal basis with the resident population;
- Effective remedies for displacement-related violations, including access to justice, reparations and information about the causes of violations.

As the criteria suggest, dealing with the persisting problems of protracted displacement requires combined humanitarian, development and peacebuilding efforts,

locally backed by bottom-up community support as well as top-down political leadership.

1.3 INTRODUCTION TO MIDNIMO-I

Overview

This handbook draws on practical experiences from Midnimo-I, a project on “Achieving local solutions to displacement crises in Somalia: A Human Security approach to Durable Solutions”. Midnimo-I was designed to promote stability and the attainment of Durable Solutions in fragile and displacement affected areas of Somalia. It was jointly implemented by the International Organization for Migration (IOM), the United Nations Human Settlement Programme (UN-Habitat) and the United Nations Office for Project Services’ Risk Management Unit (UNOPS-RMU), and funded by the United Nations Peacebuilding Fund (UN PBF) and the United Nations Trust Fund for Human Security (UNTFHS).

Midnimo-I was carried out between 2017 and 2019 in Hirshabelle State, Jubaland State and South West State in Somalia. Over two years, the project supported and built the capacity of both local communities (bottom-up empowerment) and governments (top-down protection) to identify and devise ways to address some of the multidimensional factors contributing to displacement and the resultant human insecurities. Ranging from urban profiling to land legislation, community action planning, women’s groups and small-scale public works projects, the different components of Midnimo-I were designed to facilitate Durable Solutions by comprehensively addressing all forms of displacement-related vulnerabilities and human insecurities.

Objectives

Three objectives defined the work of Midnimo-I:

1. Participatory and inclusive community-driven activities enhance social cohesion and trust among diverse population groups and with local governments;
2. Spatial approaches are streamlined in functioning systems and processes to support enhancement of Human Security; and
3. Future programmes and projects on Durable Solutions are evidence-based and build on learning.

Beneficiaries

In line with the federal government's priorities, Midnimo-I focused on interventions that target IDPs, refugee-returnees and communities affected by displacement and return.

The project's **direct beneficiaries** (estimated to be approximately 23,000⁶) were Internally Displaced Persons (IDPs) suffering from protracted displacement, refugees, returnees and members of affected host communities, including their leadership.

Indirect beneficiaries (estimated to be approximately 54,000⁷) included the wider community in target locations, which saw increased community cohesion, improved access to basic services, strengthened capacity of local governments to lead local planning processes and lower risk of conflict among others.

1.4 PURPOSE AND SCOPE OF THE HANDBOOK

This handbook explores the practical application of Human Security to the facilitation of Durable Solutions as part of the Midnimo-I project in Somalia. It seeks to further the third objective of Midnimo-I ('future programmes and projects on Durable Solutions are evidence-based and build on learning') by:

1. Mainstreaming best practices from the project into Durable Solutions programming in Somalia and into broader development processes; and
2. Creating opportunities for impacted communities to share their experiences and market their vision to a broad range of stakeholders.

The handbook does not intend to provide an exhaustive but a selected set of tools, approaches and recommendations for facilitating Durable Solutions in the context of a collection of cities in South Central Somalia. Application in other contexts will thus require adaptation to local specificities. At the time when the handbook was written, Midnimo-I had just concluded, leaving the full impact of the different project components yet to materialise. The handbook was produced based on an in-depth literature review of the project materials, combined with key informant interviews. It was validated by staff from UN-Habitat and IOM, as well as external experts.



Photo 3: City Planning Consultation, Baidoa / UN-Habitat



Photo 4: Tayo Primary School Hand-over, Kismayo / IOM

2

Context

2.1 DISPLACEMENT CHALLENGES

Across Somalia, a country with a population of 12.3m, approximately 4.2m persons are recorded to be in need of humanitarian assistance.⁸ Displacement is a critical contributor to this dire situation with 2.6m IDPs, 92,000 refugee returnees and 39,000 refugees, mainly from Ethiopia and Yemen, requiring assistance.⁹

Among the biggest causes of displacement are conflict and insecurity (33%), which includes interclan clashes as well as conflict with Al-Shabaab, drought (53%) and flooding (11%).¹⁰ These acute primary drivers are entrenched and compounded by structural political and socioeconomic factors such as weak governance, inequality, marginalisation and exclusion of certain groups such as children, women, minority clans and persons with disabilities.¹¹ In the absence of strong governance and a functional legal system, displacement-affected persons often have no choice but to turn to the informal clan-based system of justice, security and protection.¹²

However, such alternative mechanisms are often inherently discriminatory, leaving groups and individuals with less social capital and political influence at greater risk of eviction, arbitrary arrest, sexual and gender based violence (SGBV) and discriminatory or denied access to humanitarian assistance and services.¹³ Each of these protection risks affects women and girls, and men and boys in specific ways. Displacement, which can result in loss of social connections, livelihoods and property, exposes women and girl to a greater degree of SGBV and abuse, including early and/ or forced marriage, teenage pregnancy and intimate partner violence. Men and boys on the other hand, face significant risks of coerced and/ or forced recruitment by armed forces, restricting their



Photo 5: IDP Settlement, Kismayo / UN-Habitat

freedom of movement and ability to access external assistance.¹⁴

The combination of displacement and pre-existing difficulties such as lack of basic services in locations of arrival, adds a further layer of complexity. In 2019, approximately 80% of displaced persons were staying in urban areas, further increasing the strains on limited resources and the absorption capacity of host communities.¹⁵ The greatest priority needs at the destinations are food (39%), livelihood support (22%), shelter (15%), water (6%), protection (4%), humanitarian aid (3%) and health (2%).¹⁶

Many of these needs are shared by the host communities and can be exacerbated by the protracted nature of displacement in Somalia. Studies by OCHA estimate that 45% of the displaced population have been displaced for three or more years, and that 90% of IDPs intent to remain in their current location.¹⁷ These trends call for Durable Solutions that address not just the needs of the displaced but simultaneously also those of displacement-affected communities more broadly.

2.2 AMBITIONS FOR DURABLE SOLUTIONS

Addressing displacement requires involvement of government across all levels and including all federal line ministries, as prescribed by the Whole-of-Government approach. As the responsibility for the facilitation of Durable Solutions rests with the government, the UN and its partners play a supporting role, seeking to complement government efforts. Some of the government's endeavours related to Durable Solutions stand out in particular in relation to Midnimo-I.

The **National Policy on Refugee-Returnees and IDPs** ensures that 'all refugee-returnees and internally displaced persons (IDPs) enjoy full equality and obtain the same rights as those given to all citizens by the Somali National Constitution and all other laws of Somalia, as well as international humanitarian and human rights laws'. The policy commits to facilitating Durable Solutions and mitigating the causes of further displacement.

The **Recovery and Resilience Framework 2019-2021 (RRF)** aims to promote a holistic, systematic approach to recovery and resilience building processes in Somalia. The framework is centred around the premise that humanitarian needs can be reduced through preventive investment in resilience and development. Every \$1 invested in early response and resilience is estimated to save \$2.80 in humanitarian assistance.¹⁸ The RRF sets out five strategic objectives: (i) strengthen government capacities for inclusive drought recovery and disaster risk planning, management and monitoring; (ii) sustainably revitalize, strengthen and diversify economic sectors, livelihoods, and key infrastructure; (iii) promote Durable Solutions for displacement affected communities; (iv) enhance sustainable management of environmental services and access to renewable energy, and (v) improve basic service delivery in (affected) urban and peri-urban settings.

The **National Eviction Guidelines, 2019** set out the conditions for lawful evictions and the procedures to be followed before, during and after evictions. The guidelines confirm the 'right of everyone to adequate housing as guaranteed by Article 25 of the Universal Declaration of Human Rights' and 'prohibit arbitrary displacement of internally displaced persons'. Related to internal displacement more specifically, the guidelines 'prohibit arbitrary displacement of internally displaced persons' and

follow Article 11(4) of the African Union Convention for the Protection and Assistance of IDPs in Africa (Kampala Convention), which sets out obligations of state parties to 'establish appropriate mechanisms providing for simplified procedures where necessary for resolving disputes relating to the property of internally displaced persons'.

In the **ninth Somalia National Development Plan 2020 to 2024 (NDP-9)** the Federal Government of Somalia outlines the development ambitions for the Republic of Somalia for the next five years, which are to serve as a roadmap for the federal government, federal member states and development partners. The plan identifies IDPs within urban settings, women and youth as the most vulnerable groups in Somalia. Durable Solutions and a strengthened interface between humanitarian and development planning are therefore cross-cutting imperatives of the strategy. While some initiatives for IDPs are made explicit, such as improved security of tenure, urban and municipal planning, and vocational training, the plan confirms that a complete range of support for displaced persons, including health, education, social protection, food security and urban planning, will soon be published in a separate Durable Solutions Strategy.

The **Durable Solutions Initiative (DSI)**, which was launched by the Deputy Special Representative of the Secretary General/ UN Resident Coordinator/

Humanitarian Coordinator (DSRSG/RC/HC), aims to address the needs of all displaced and displacement affected communities, including IDPs, refugees, returnees and host communities. It aims to reduce the number of IDPs in protracted displacement over the next five to ten years by complementing humanitarian assistance with development interventions. The DSI is led by the federal government and comprises multiple humanitarian and development partners who work together on multi-sectoral area, rights and needs based approaches.

The **Wadajir Framework for Local Government** is a new National Framework for Local Governance that sets out priorities for stabilisation and local governance such as community social healing/ reconciliation and support to peace committees. It provides a sequence of steps for the establishment of functioning permanent local government councils and administrations.

In Benadir, the **Mogadishu Durable Solutions Strategy 2020-2025** seeks to 'put an end to suffering of the IDPs and returning refugees, including women and children and to resolve displacement as part of efforts to stabilize, build peace and social cohesion, economically reconstruct, and increase the resilience of its people and for IDPs and returning refugees to restart their lives in safety and dignity and in full enjoyment of their rights'. Notable principles of the strategy include government-



Photo 6: Person leading Camel, Hudur / UN-Habitat

led, participatory, area-based planning and integrated approaches to delivering Durable Solutions. While not directly applicable to Midnimo-I, future work on Durable Solutions and Human Security could draw lessons from it and seek to be complementary.

In order to strengthen coherence and complementarity of efforts when supporting the Federal Government of Somalia, the UN and its partners devised three strategic documents in agreement with the government.

Collective Outcomes (COs) 2019-2022¹⁹ were jointly defined by the Federal Government of Somalia, the Humanitarian Country Team and the UN Country Team. They present key areas for humanitarian and development efforts, including a vision to reach Durable Solutions for displaced households by 2022.²⁰

The four Collective Outcomes are:²¹

- **CO1 Food insecurity:** By 2022, the number of people in acute food insecurity decreases by 84%, with Global Acute Malnutrition rates reduced by 5% and sustained below the emergency threshold.
- **CO2 Durable Solutions:** Risk and vulnerability reduced and resilience of internally displaced persons, refugee returnees and host communities strengthened in order to reach Durable Solutions for 100,000 displaced households by 2022.
- **CO3 Basic social services:** Number of vulnerable people with equitable access to inclusive basic social services increases by 27% by 2022.
- **CO4 Climate-induced hazards:** Proportion of population affected by climate-induced hazards (drought and flood) reduces by 25% by 2022.

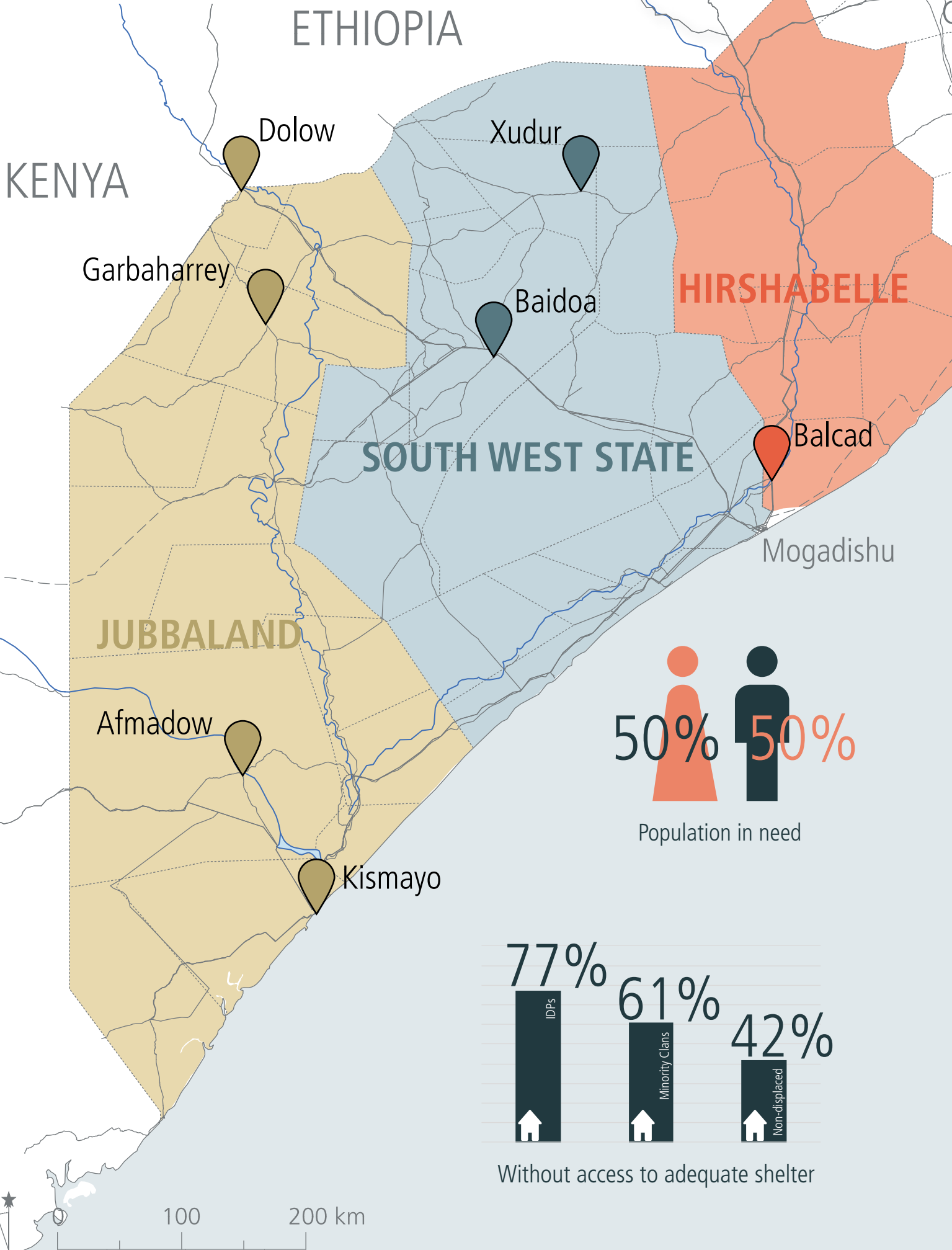
In addition to the four Collective Outcomes, the work of the UN is guided by the **UN Strategic Framework 2017-2020 (UNSF)**. The five strategic priorities of the framework are: (i) deepening federalism and state building, supporting conflict and reconciliation, and preparing for universal elections, (ii) supporting institutions to improve peace, security, justice, the rule of law and safety of Somalis, (iii) strengthening accountability and supporting institutions that protect, (iv) strengthening resilience of Somali institutions, society and population, and (v) supporting socioeconomic opportunities for Somalis leading to meaningful poverty reduction, access to basic social services and sustainable, inclusive and equitable development.

Durable Solutions fall under the fourth strategic priority, as do institution building and the establishment of a cohesive society. Furthermore, the framework brings attention to the humanitarian-development nexus. It states that the UN will intensify its efforts to provide an early recovery

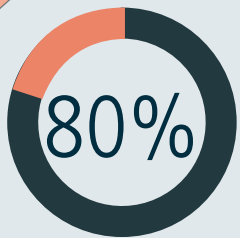
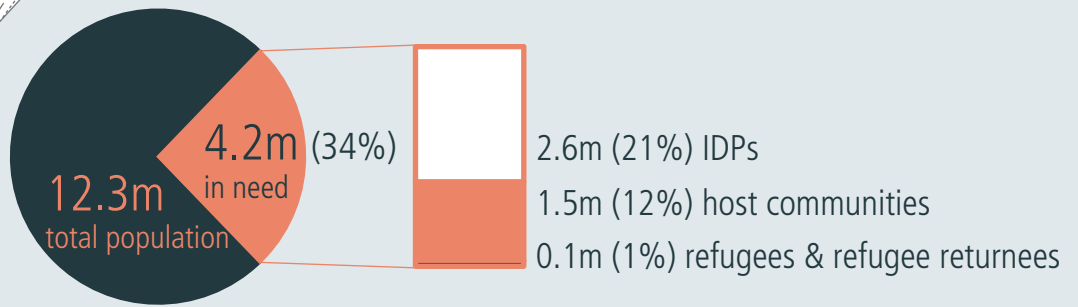
and development response to long standing challenges such as (internal) displacement and community recovery.

Complementarily, the **Humanitarian Response Plan (HRP) 2019 for Somalia** coordinates the activities of the humanitarian clusters in accordance with the UNSF, the RRF and the NDP. Albeit its clear focus on humanitarian needs, the HRP shows avenues for streamlining the facilitation of Durable Solutions into the humanitarian realm. It calls for integrated humanitarian and development action in order to address the underlying causes of long-standing humanitarian needs. All projects within the HRP are assessed to show whether and how they could link to resilience and Durable Solutions. As part of the Centrality of Protection strategy, the commitment is made to identify and address systemic risks of exclusion and discrimination, as well as critical protection concerns connected with displacement.

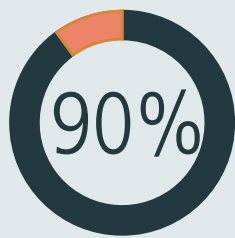
2.3 FACTS AND FIGURES



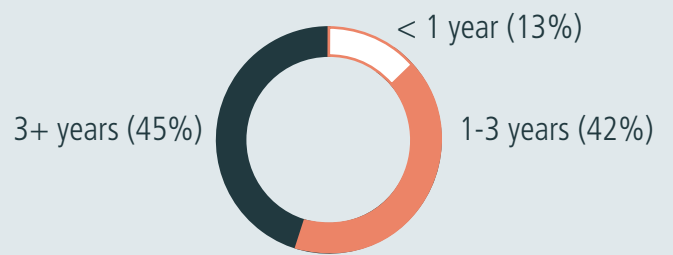
GALMUDUG



IDPs in urban areas



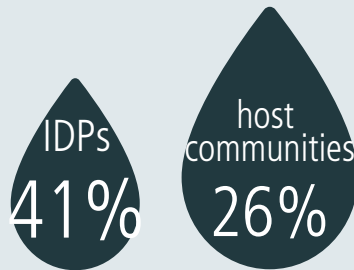
IDPs intend to remain in current location



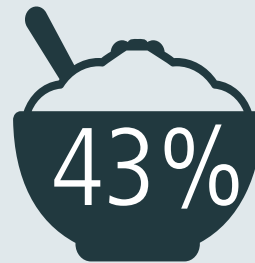
Length of displacement of IDPs



IDPs without health care access



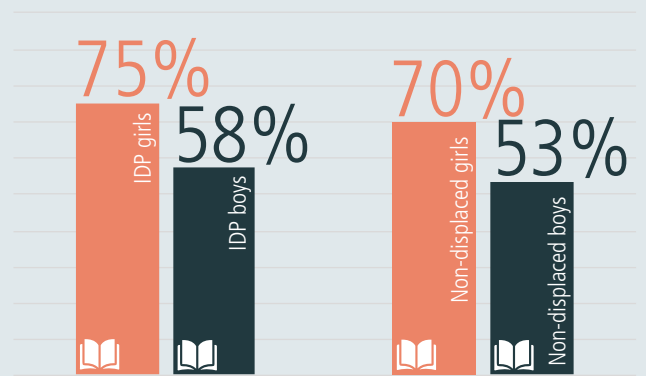
Insufficient access to water



Population facing acute food insecurity



3 out of 5 people in need are children



Out of school

3

Tools

3.1 OVERVIEW

Applying a Human Security lens in the facilitation of Durable Solutions drives comprehensive analyses and approaches, which will ultimately result in more sustainable outcomes not just for displaced persons but for all members of displacement affected populations. Midnimo-I encompassed an extensive set of activities, that drew on the diverse expertise of the multiple project partners, including the donors UN PBF and UNTFHS, the implementors IOM and UN-Habitat, and the project stakeholders and beneficiaries from the states of Hirshabelle, Jubaland and South West.

The broad range of project components was designed to facilitate comprehensive, multi-sectoral approaches to building Durable Solutions, including:

- Spatial analysis (section 3.2)
- Mechanisms for peaceful co-existence (section 3.3)
- Inclusive community-based planning (section 3.4)
- Support for public works (section 3.5)

Across all components, Midnimo-I provided local communities and governments with the means to identify and devise ways of addressing the multidimensional factors contributing to conflict, exclusion, displacement and human insecurity. It enabled community-driven and government-led action to mitigate the negative and harness the positive effects of urbanization linked to incoming displaced communities.

Midnimo-I sought to lay the foundation for the facilitation of Durable Solutions at scale. All project activities encouraged local ownership and were carried out with replicability and scalability in mind.

All project components considered gender as a cross-cutting issue and factor of social, political and economic exclusion. Based on the premise that gender inequality begins at the household level and is reinforced by informal practices and formal institutional arrangements, initiatives were carried out to enhance gender equality. Examples include the establishment of women’s groups;

community sensitisation; targets for equal representation and participation of women and men/ girls and boys in project activities; gender disaggregated data collection and reporting; and the provision of opportunities for both women and men to engage in cash-for-work schemes by considering, for example, women’s household chore schedules and access to venues.

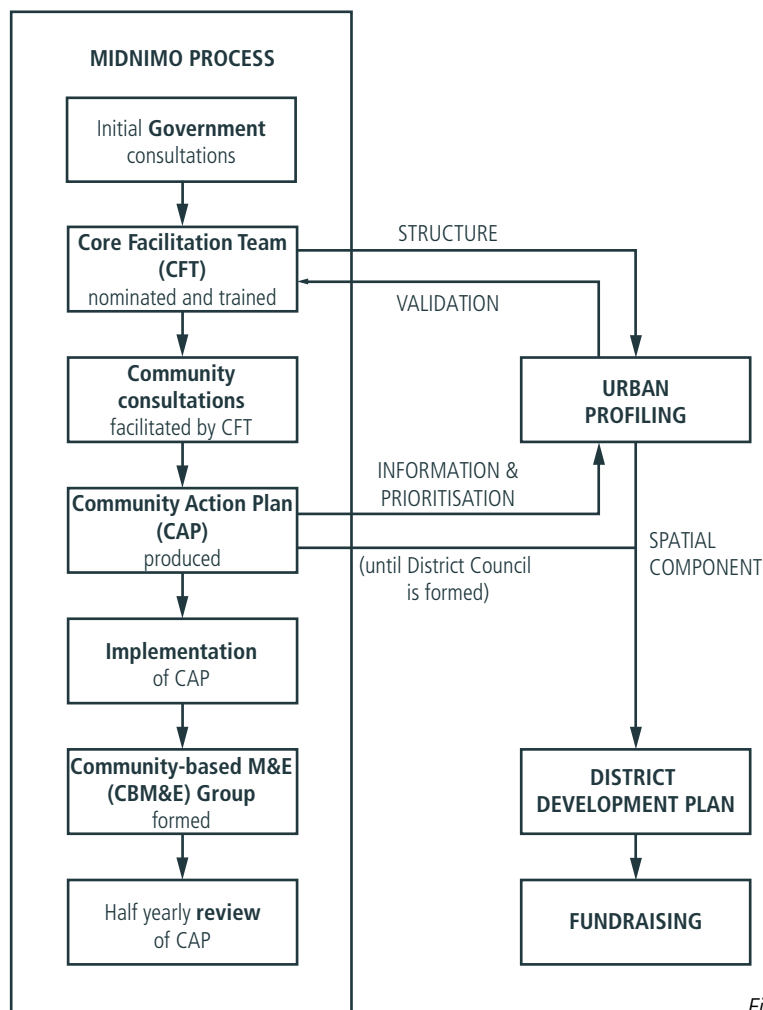


Figure 2: Midnimo Process

3.2 SPATIAL ANALYSIS - THE EVIDENCE TO DRIVE ACTION

Spatial planning is a tool to define and identify policies and practices to achieve a population's economic, social, cultural and environmental goals. It is a visioning and decision-making processes that should be evidence-based and participatory to be able to effectively address the needs and preferences of all. Spatial analysis, the evidence-base that underlies spatial planning, is crucial for understanding local realities and developing context-specific solutions; a fundamental principle of Human Security. It allows for area-based approaches that allocate benefits spatially and thereby address the common needs of an area's inhabitants, regardless of their legal status as IDPs, refugees, returnees or host community. In the case of Midnimo-I, spatial analysis and planning were combined in the form of Urban Profiles that provide long-term guidance for settlement development, supporting Durable Solutions.

Urban Profiles

Urban settlements bear the brunt of displacement in Somalia, hosting about 80% of IDPs.²² As a result of the population influxes, urban settlements are suffering from infrastructure and resource shortages, affecting both displaced and host communities. Evidence is needed to help inform the recovery, development and resilience building of affected locations.

Urban Profiles aim to provide this evidence by analysing a multitude of factors determining the development potential and constraints of urban settlements. Through participatory rapid urban planning exercises, the process of developing an Urban Profile can contribute to the necessary public discussion on the future development of an urban settlement and facilitate evidence-based decision-making by relevant authorities and international agencies.

Designed as dynamic working papers, the Urban Profiles developed as part of Midnimo-I capture main settlement issues and link these to the demands of the various communities living in the urban settlement. Through the spatial synthesis of key findings on social, economic and environmental trends, local needs and preferences, as well as local and national plans and strategies, Urban Profiles allow for evidence-based urban planning.

The profiles five-to-ten-year timeframe for analysis and planning allows for transformation proposals and scenarios that reveal the benefit of Durable Solutions for all communities. They serve as a basis to inform improvements

to Human Security, considering components such as living conditions, access to urban services and job opportunities.

Urban Profiles also spatialise the findings of community-based planning processes, and complement Community Action Plans (see section 3.4.1) by identifying underserved and unplanned areas.

Urban Profiles present and spatialise key findings on:

- local and regional context, including history, governance, administration and overarching planning instruments such as the NDP
- urban growth, demographics and local capacities
- land use patterns, environmental constraints and local economy
- basic urban services
- dimensions of displacement, humanitarian needs and service gap
- community action planning
- development scenarios for town planning

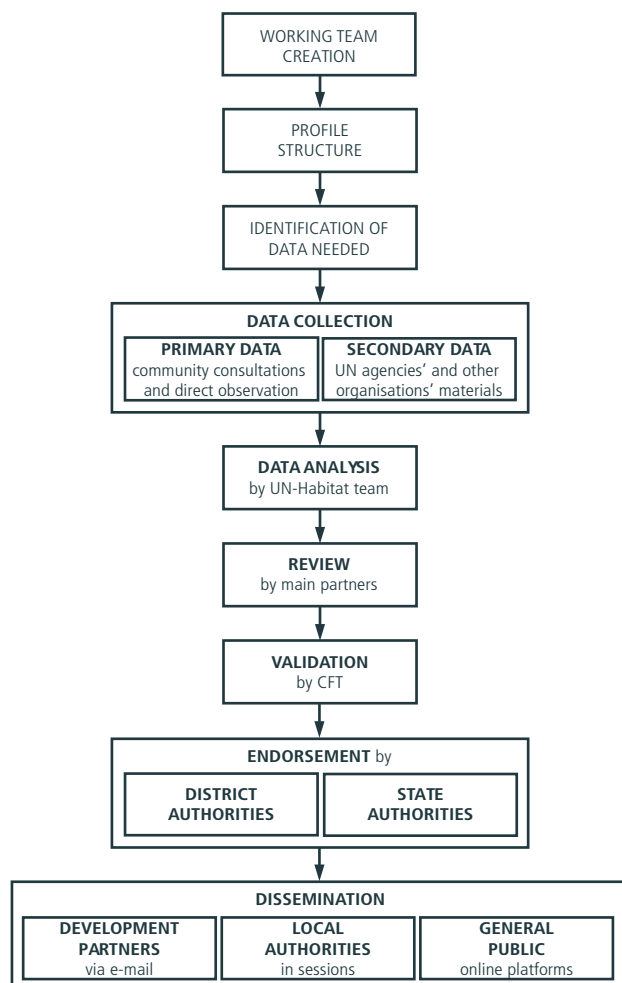


Figure 3: Urban Profiling Process

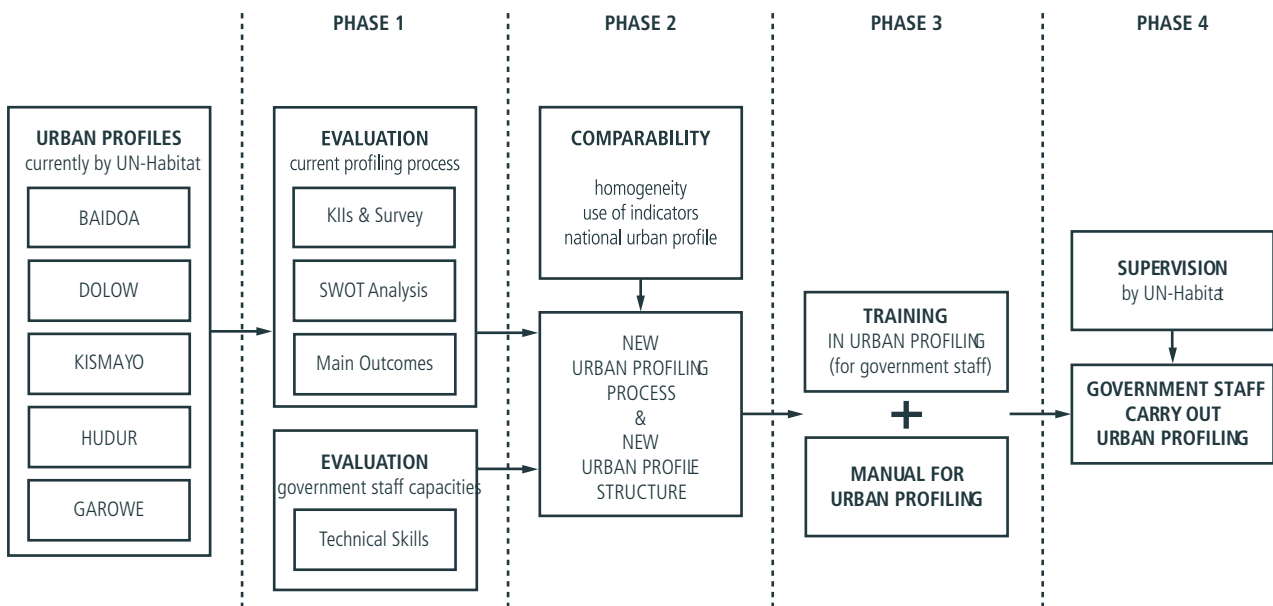


Figure 4: Urban Profiling Improvement and Capacity Building Process

Urban Profiles in practice

Urban Profiles were prepared for the cities of Baidoa, Dolow, Hudur and Kismayo, which despite their variance in population size and urban growth patterns, are exhibiting comparable challenges. As cities of destination for IDPs and returnees, the four cities have been experiencing added pressure on their resources and basic services. In many locations, urban sprawl is one component of this, causing strain on infrastructure, while adding to economic and food insecurity due to construction on vital agricultural land. These insecurities are further exacerbated by natural disasters such as (flash) floods during times of above average rainfall. Recurring challenges to Human Security that were revealed in the process of developing the Urban Profiles include difficulties meeting basic needs such as food, water and shelter; poor infrastructure and basic service provision; lack of diversified livelihood opportunities; poor healthcare and education facilities and a lack of resilience to natural disasters.

Through the exercise of urban profiling, the selected stakeholders from the local communities and governments were not just able to unpack the needs and insecurities of different population groups, but to define context-specific priorities and visions for the development of their urban settlements. Findings from planning meetings with local governments led to the identification of comprehensive development ambitions, including expansion and economic areas; land allocations for the permanent relocation of displaced communities; transport linkages for safe and efficient movement of people and goods; and so forth. These ambitions are combined with evidence-based prevention-oriented planning for environmental risk mitigation and resilience, for example through the

identification of flood buffer zones and agricultural reserves.

Crucially, all Urban Profiles were designed to serve as first concepts for participatory and people-centred Durable Solutions and long-term planning.²³ Different evidence-based planning scenarios were used to show the effects of (i) no intervention, (ii) immediate response to urban crisis, and (iii) a longer-term development approach. In all cities, a lack of intervention and an immediate short-term response to only the most pressing needs were predicted to have negative impacts such as the development of unplanned settlements, increased pressure on the already strained infrastructure and threats to social cohesion due to the prioritized targeting of some population groups over others.

Longer-term development approaches on the other hand, focused on Durable Solutions that bring benefits to all members in the community by applying comprehensive area-based planning principles. This third type of scenarios, which embraces the principles of the Human Security approach by being people-centred, comprehensive, context-specific and prevention-oriented, is able to harness existing resources to restore and improve urban systems, considering all sectors and population groups as a whole. In some cities, other UN partners such as the World Bank drew on the Urban Profiles to inform their work.

Impact on Human Security and Durable Solutions

The process of developing an Urban Profile, as well as the document itself, can have positive impact on Human Security and Durable Solutions. Through an evidence-

based in-depth spatial analysis, supported by participatory planning exercises, Urban Profiles create a context-specific and comprehensive understanding of the human insecurities exhibited in a particular settlement. Against this analysis, Urban Profiles assess local capacities and the development potential of the settlement, leading to action-oriented development scenarios. Across all four Urban Profiles, the development scenarios showed a clear case for Durable Solutions in the form of comprehensive multi-sectoral and area-based planning approaches.

Adding to the needs-based humanitarian lens, Urban Profiles are able to show the benefits of longer-term planning approaches that consider displaced and host communities as part of an integrated urban system. Planning approaches that strategically allocate investments in basic service provision and infrastructure can increase resource efficiencies through planned urbanization. Providing basic services such as WASH and health facilities based on population catchments, can increase health security for example. The strategic allocation of land for urban growth, agriculture and environmental reserves can lower economic, food and environmental insecurities by promoting efficient use of land and resilience to natural hazards.

Developing Urban Profiles can positively influence personal and community security by fostering social cohesion through open and constructive dialogue about the needs and preferences of different population groups. Participatory planning exercises strengthen people's capacity to analyse the context they are in, recognize the needs and perspectives of others, and work collaboratively to improve everyone's level of Human Security. The resulting cooperation enhances peaceful co-existence across displaced and host communities, clans, classes and genders among others.

Considerations for the future

Ensuring application and relevance –

Although the participatory process of developing an Urban Profile is valuable in itself due to the awareness and capacity it builds around Durable Solutions and long-term urban planning, attention should also be paid to how the Urban Profiles are applied in the local context. If the full potential of an Urban Profile is to be leveraged, local stakeholders must be trained on how the profile can best be used to inform planning decisions. Results could, for example, feed into the Fragility Index Maturity Model (FIMM), which aims to regularly provide district profiles that track progress on the National Stabilisation Strategy and the State Stabilisation Plans for Galmudug, Hirshabelle, Jubaland and South-West State. Furthermore, the relevance of an Urban Profile can only be ensured,

if it is being kept up to date. Capacity thus needs to be built as part of the urban profiling exercises by training local stakeholders in areas such as data collection, spatial analysis, participatory planning, and strategic and area-based urban planning.

Promoting formalised urban planning –

Urban Profiles are a solid foundation for formalised urban planning, which however is not yet common practice in South Central Somalia. Mechanisms can be explored to understand how experiences and knowledge from the urban profiling exercises could feed into legislative work on urban planning and Durable Solutions. Sharing lessons learned and integrating the work of Midnimo-I with that of other humanitarian and development actors, for example from the Joint Programme on Land Governance (JPLG), can help to establish formalised procedures for evidence-based urban planning. As a first step, the Urban Profiles have been uploaded on UN-Habitat's corporate website and on ReliefWeb, an online platform that serves as a repository of information and materials on Somalia and other countries.

Extending the urban profiling methodology –

With the urban profiling methodology having been refined and consolidated over the course of several years, it can effectively be replicated for other urban settlements. Urban Profiles for Beledweyne, Johwar and Balcad are currently being developed by UN-Habitat. Simultaneously, it is also worth considering how the methodology could be extended to different scales such as the neighbourhood or the regional scale. For this purpose, UN-Habitat is evaluating existing Urban Profiles and assessing capacity gaps among local governments with the intention to develop a Manual for Urban Profiling and deliver capacity building.

USEFUL TOOL

IOM's Displacement Tracking Matrix:

<https://displacement.iom.int/somalia>

USEFUL MATERIAL

Links to Urban Profiles:

Baidoa: <https://bit.ly/2pnqdPQ>

Dolow: <https://bit.ly/348w0HN>

Hudur: <https://bit.ly/31ThYrN>

Kismayo: <https://bit.ly/32YufMX>



Photo 7: Midnimo Village, Kismayo / GIZ

HUMAN STORIES

KEROWFOGI BRIDGE INCREASES ACCESSIBILITY, Baidoa

Amino Ali Nur is a returnee who once had to leave her hometown. Now, she resides permanently in the Salaamay neighbourhood in the city of Baidoa. She recalls the difficulties she and her community faced on their commutes before the Kerowfogi bridge was built. "It was difficult, especially on us women as it was tough for us to carry our groceries back from the shops or the market. This road was impossible to use when it rained. We had to take long routes that were sometimes several kilometres from our homes just because we didn't have a bridge to walk across, which would have taken us just a few minutes." Amino, together with her fellow residents, and the local authorities had a chance to participate in community discussions through the Community Action Plan (CAP). They advocated for the construction of the bridge for improved and safer access to other neighbourhoods close to their community in Salaamay.

Amino believes the Community Action Plan proved to be a huge success for all those who live in the area. "This bridge greatly facilitates the movement of the traffic of vehicles of all types to and from Salaamay. We hope it will last for a long time and increase trade both within and across this district." Amino believes that this is a significant step that will, in the long-term, add tremendous value to the livelihoods of the Salaamay residents. Amino is full of praise and says she is happy to show her gratitude to all those responsible for constructing the bridge. "On behalf of the residents of Salaamay, we are very thankful to the state and local authorities and IOM, as well as the neighbourhood residents who collaborated in the implementation of this efficient and durable solution."



Photo 8: Amino Ali Nur on Kerowfogi Bridge / IOM

IMPROVING LIVELIHOODS, Madina Village



Photo 9: Halima Hassan Samow / IOM

Halima Hassan Samow is a 43-year old mother of five children, who returned to Somalia from Hagar-Dhere settlement that is part of the Dadaab refugee complex in Kenya. Halima lived in an IDP camp for several years but has now settled into one of the houses in Madina Village.

To earn a living, Halima has a small business in the market shed in Madina Village. Halima explains that the construction of the market shed has made a significant difference for her business. "This place is very different from where I used to sell my groceries. We were sitting under the heat of the sun all day. The wind and the dust was hitting us from every direction. Not many people were buying from us because they don't want something that is dusty, instead they would go downtown. Now we are sitting under this shade, there is no heat, wind or dust, many people are coming to this market shed to buy from us instead of going to the town, our income has improved, and our life has changed for the better." The market shed provides improved access to essential services and means for the community to sustain their living.

QUALITY EDUCATION AT THE AQOON BILE PRIMARY SCHOOL, Kismayo

Abdiweli Hire Hassan is a 53-year old father of seven children, who returned to Somalia with his family from Hagar-Dhere camp in Dadaab refugee complex and settled in Kismayo. Abdiweli is a teacher and the breadwinner for his family. Six of his children attend the Aqoon Bile primary school that was built as a part of Midnimo-I.

Abdiweli describes the significance of the newly built school for the children: "The [former] school buildings were made of iron sheets, metals and wooden sticks, it was very crowded, hot, dusty and it wasn't a suitable place for learning. The children never wanted to go to school, and many parents were sending their children to other schools far from here." Aqoon Bile school was one the projects identified by the community as one of their priorities in the Community Action Plan (CAP).



Photo 10: Abdiweli Hire Hassan at Aqoon Bile Primary School / IOM

Expressing his delight and happiness that he believes is felt across the community, Abdiweli says: "We are pleased that the school was one of the priorities of these projects. It revived the desire for schooling and education to our children. Now there are enough classes for the students to sit in, spaces where they can rest during breaks and latrines they can use while they are at school, and more excellent teachers were brought in. We believe the school now has the same standards or better than all other schools in Kismayo. What makes me even happier is that the school is tuition-free, all my children can attend the school without a fee."

3.3 MECHANISMS FOR PEACEFUL CO-EXISTENCE – THE POWER OF PROCESS

Achieving peaceful co-existence, a core element of Durable Solutions, requires commitment to gradual processes geared towards long-term impact. Some exemplary processes that Midnimo-I sparked and guided with a long-term intention revolved around land issues and community cohesion. As to land issues, the project applied a two-pronged approach. On the one hand, it supported governments with the drafting of land legislation, ultimately leading to the creation of predictable systems and procedures to regulate land use and access to land rights; on the other, it set up and trained Community Dispute Resolutions Committees (CDRCs) to peacefully resolve disputes before they escalate into potentially violent conflicts.

Midnimo-I also promoted preventive action through community-wide arts, culture and recreational activities that brought together individuals from all walks of life to enjoy a shared feeling of belonging. In combination, the three different aspects of the project aimed to instil the ability as well as a sense of responsibility in the local community and government to use community processes to reduce conflict and foster social cohesion.

Land legislation

Land is central to the achievement of individual as well as collective economic, social, cultural, environmental and political goals. Where institutional and governance structures have collapsed, and where legal frameworks and mechanisms to solve land disputes are absent, land can quickly become a factor of human insecurity, undermining peace and stability. Without effective land administration and management systems, land disputes can exacerbate issues of displacement and be difficult to resolve peacefully.

Legislative work, carried out together with local communities and governments, can create predictable systems and procedures to regulate land use, stipulate access to land rights and enhance tenure security, and thereby contribute to reduced future displacement. In addition to drafting and validating land legislation, roadmaps for implementation can be developed to ensure public awareness and legal enforcement. Training on land dispute mediation, Housing Land and Property (HLP) rights, settlement upgrading and resilience to disaster, and the promotion of local building culture and materials can help to clarify the roles and responsibilities of different stakeholders.

Being people-centred and prevention-oriented, the Human Security approach helps to highlight the importance of the legislative process per se in addition to the end result of land laws and policies. The participatory and inclusive process of drafting, validating and implementing land legislation, is designed to build capacity and instil the ability to independently carry out legislative work in the local communities and governments.

Key elements of land legislation work include:

- Inclusive land and urban planning consultations, including land tenure assessments, land conflict analyses, capacity mapping and visioning etc.
- Participatory drafting and validation of land legislation
- Development of implementation roadmaps for phased enforcement
- Training and capacity building
- Monitoring and evaluation

Land legislation in practice

Sparked by the ousting of Mohamed Siad Barre in 1991, Somalia's decades-long civil war saw the complete disintegration of central authority and a total collapse of the governance system. The first formal parliament of Somalia, established in 2012, entered into an institutional and legal vacuum left behind by the civil war. In the absence of land laws and tenure security, forced evictions, displacement and violent land disputes became a prevalent threat to people's livelihoods, socio-psychological condition and life itself. Acknowledging both the time it would take the federal government to rebuild the governance structures and legal frameworks, as well as the urgent need for land legislation at the local level, Midnimo-I aimed to empower local communities and governments to drive the legislative work in Jubaland State and South West State. It built off the foundational work surrounding land legislation development initiated under the JPLG that focused on Puntland and Somaliland regions. In the context of growing urbanization levels and migration to urban areas, the legislative work in South Central Somalia prioritised the establishments of legal frameworks for urban land.

Participatory land and urban planning consultations, which in the case of Midnimo-I were facilitated by Core Facilitation Teams (CFTs) (see section 3.4.1) and attended by host communities, refugees, returnees, IDPs, local government, traditional and local leaders, created the space for open dialogue about legal, political, social, economic and environmental considerations around land matters. Given the contested nature of land and persistent clan tensions in Somalia, which continue to be a source of violent conflicts, it remains imperative to develop land legislation through an inclusive and participatory process.



Photo 11: Shop Owner, Kismayo / IOM

Imbuing the (local) government and representatives from different groups of society with a sense of responsibility in the process of drafting and revising the land law can strengthen public ownership and acceptance, leading to better implementation and use of the law.

Once drafted and validated, roadmaps or step-by-step guides for the implementation of the land legislation were developed. Depending on the context, this can include the phased enforcement of certain clauses of the law; communication strategies to raise awareness of rights and responsibilities; training of those who teach and implement the law; and a financial strategy for the roll-out of the law. Equally important as a roadmap, are monitoring and evaluation mechanisms of the implemented land law. Laws, no matter how well drafted, can have disproportionate impact on different groups in society and may not always effectively address the issues they were designed to address. A continuous review process helps to identify shortcomings and improve the legal framework accordingly.

Impact on Human Security and Durable Solutions

Land, with its associated issues around tenure security and displacement, is typically a proximate factor for conflict. Land disputes and conflict exist in relation to

other root causes of conflict, such as resource scarcity and weak governance but can be immediately responsible for causing conflict.²⁴ As such, land laws and the legislative process have the potential to mitigate land-related risks of conflict. In line with the Human Security approach, it is crucial to follow a process that leads to results that promote top-down protection from the government, as well as bottom-up empowerment that is cognizant of the needs and preferences of all communities, including the displaced and host communities. The legislative process achieves this by supporting governments to engage constructively with different populations, creating an awareness about political and other Human Security, and thereby the basis for reducing insecurities and discrimination caused by displacement.

Participatory engagement also has positive effects on community security and social cohesion by nurturing inclusive dialogue. Concretely, in the case of Midnimo-I, the land legislation work led the local governments to allocate land to IDPs and refugee-returnees in Baidoa and Kismayo. Measures like this are expected to increase tenure security and land ownership rights, and thereby reduce the number and the negative consequences of evictions and displacement.²⁵ Discussions about HLP rights can also increase personal, community and political security by raising awareness about how to differentiate between

legal and illegal evictions, and about the vulnerabilities of some populations.

In South West State, prevailing tension and violence, the lack of an effective government system, and the divergence between regularised private land ownership and customary concepts have caused and contributed to land tenure insecurity.²⁶ Consultations in Baidoa furthermore revealed issues of social cohesion caused by a lack of coordinated efforts to tackle emerging needs related to the large number of displaced persons who were settling on privately and publicly owned land, posing threats to farming and the pastoralist lifestyle.²⁷ The legislative process carried out in South West State was able to address these issues by drafting an urban land law together with the local government, which was later approved by cabinet/ parliament. The urban land law created institutional mandates and processes that Baidoa's local government believes will foster the community's trust and confidence in the government.²⁸ It regulates land administration, regional and town planning as well as land conflict resolution. The title deeds and the land ownership for returnees that were established, have been observed to have reduced tensions around land.²⁹

In Jubaland State, terrorism, land grabbing, clan and political power dynamics are among the factors causing land conflicts and thereby also economic, food, personal and other human insecurities.³⁰ Minority clans, IDPs and refugee-returnee communities are some of the most marginalised groups due to their limited access to HLP rights.³¹ Although the legislative process carried out as part of Midnimo-I increased the capacity of the government to address issues of conflict and displacement, the drafting of a land law proved to be complex given the political circumstances of an upcoming election. The decelerated drafting of the land law for Jubaland State, revealed not only how contested but thereby also how impactful the legislative process can potentially be in fostering an inclusive dialogue on land conflicts and their mitigation.

Considerations for the future

Tackling marginalisation and gender inequalities³² –

Conflict can disproportionately affect women and other vulnerable populations, but it can also provide opportunities to tackle marginalisation and gender inequalities. When facilitating Durable Solutions, the Human Security approach can help to intervene in progressive ways to identify and tackle root causes of marginalisation and inequality. Land laws and the legislative process can empower vulnerable populations and promote gender equality. In Somalia, although some women informally own land and have access to it, the title deeds are often in the name of a male family member.

Creating protection mechanisms that are cognizant of the formal and informal land ownership systems and their impact on marginalised groups, such as women, can help to increase tenure security and rectify discriminatory practices.

Monitoring impact for continuous improvement –

Land laws, although written to be objective, can have disproportioned impact on some population groups such as young persons, minority groups and women. Monitoring the social implications of laws can reveal how laws play out in the social and cultural realities of different locations. Shortcomings can then be amended to improve the law over time, making it fit for the context within which it is being applied.

Creating channels for knowledge exchange –

Experiences gathered through the process of drafting land legislation in different states, not just in South West State and Jubaland under Midnimo-I but also in Puntland as part of the JPLG, can serve as valuable lessons for other states and for the federal government. Horizontal as well as vertical communication channels could be created to facilitate knowledge exchange and allow different legislative processes to inform each other.



Photo 12: Bayhaw Road (recently rehabilitated), Baidoa / IOM

Community Dispute Resolution Committees (CDRCs)

For several decades, Somalia's constitutional, policy, legislative and institutional frameworks for HLP and many other matters have not been fully developed and operational. The absence of such frameworks does not just equate to a lack of HLP rights but also to a lack of legal mechanisms to solve related disputes. Land disputes and forced evictions are on the rise in Somalia, contributing to protracted displacement and, in extreme cases, the loss of life. Between January and September 2018, nearly 235,000 persons were evicted across Somalia, presenting a 40% increase compared to the previous year's same time period.³³ IDPs are particularly vulnerable to forced eviction due to limited access to justice and lack of support to challenge decisions regarding their tenure or negotiate fair terms.³⁴ Inadequate legal protection mechanisms remain structural impediments to Durable Solutions and Human Security.

Somalia's transition out of conflict and towards a stable federal system presents opportunities to lay the foundation to promote and protect HLP rights through land legislation and dispute resolution mechanisms. Granting that relevant frameworks will ultimately be developed at the federal level, community-based mechanisms can be established to solve local disputes. The Community Dispute Resolution Committees (CDRCs) formed under Midnimo-I, are intended to provide such localised mechanisms. CDRC members, who are typically traditional leaders and representatives from the local governments, are trained on HLP rights, land dispute mediation and resolution. Where possible, their role is to solve local land-related disputes, while they are also qualified to inform individuals and communities about options for referral to formal courts.

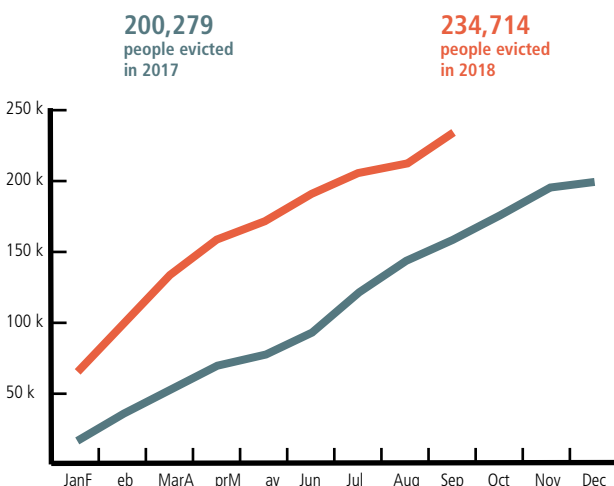


Figure 5: Eviction Trends / Adjusted from NRC in OCHA (2018)

CDRCs in practice

The CDRCs supported by Midnimo-I, are rooted in local customs and realities, taking elements from the religious law (Sharia) and the customary law (Xeer), which is practiced by the elders. Throughout the 1990s civil war and beyond, customary laws have been a consistent tool for communal dispute resolution.³⁵ Until today, they remain an important and ever-present part of Somali society, however, their application to dispute resolution is not entirely without its flaws.³⁶ Minority groups for example, have historically not been permitted a voice, and women and girls have been reported to be subject to inherent biases.³⁷ Anecdotal evidence suggests that many women who do have land rights and face disputes, thus ask male relatives to speak on their behalf during arbitration. Enhancing access to justice for women and girls requires awareness about these issues. Promoting female participation in informal and formal decision-making processes is also one of the ways to enhance access to justice.

The context-specific set-up of CDRCs aimed to be cognizant of local realities and the reliance on alternative dispute resolution, while dealing with some of its drawbacks. CDRCs were designed to preserve the community aspect of the alternative mechanisms, and enhance them by encouraging a more formalised, evidence-based system of dispute resolution. Inclusion of marginalised groups was promoted through the diverse composition of CDRCs, which bring together representatives from urban as well as rural areas. Women, who traditionally do not act as arbitrators, make up 13% of CDRC members.³⁹

For cases that have to be escalated, or if people should wish to opt for a more formal dispute resolution mechanism, CDRC members were trained to advise community members on the procedure to follow. Whether by resolving disputes locally or referring them to the formal system, CDRCs are prevention-oriented. They were established with the intention of uncovering root causes of disputes and grievances, and helping to prevent their escalation into (violent) conflicts. The work of the CDRCs was also designed to be complementary to Midnimo-I's land legislation work.

Impact on Human Security and Durable Solutions

Although there remains room for improvement, the CDRCs have shown success. According to discussions with vulnerable women and men in Kismayo, the set-up and training of the CDRCs led to the resolution of several land disputes.⁴⁰ Interviewees described the dispute resolution process as fair, highlighting that the committee members listened to all sides of the story, enquired with trusted

witnesses, used evidence and engaged the broader community before the final verdict.⁴¹

Combined with land legislation, dispute resolution mechanisms such as the CDRCs, have the potential to increase HLP rights and the rule of law. HLP rights are an integral part of personal security. They guarantee tenure security and thereby shelter, protection and potentially even a livelihood source. CDRCs can help to enforce HLP rights, for example, by applying a clear and evidence-based framework to distinguish between legal and illegal evictions.

The availability of a widely accepted, fair and inclusive mechanism for dispute resolution can also improve political security. The CDRCs were designed to grant equal access to justice, and to foster the rule of law and society's trust therein. Once fully capacitated, the CDRCs are likely to be able to prevent (violent) conflict by solving disputes before they escalate.

Considerations for the future

Documenting of activities –

The Midnimo-I mid-term evaluation showed discrepancies in how successful the CDRCs were perceived to be. While some participants claimed that they had not resolved any disputes, other pointed to successful case examples. For

CDRCs to be improved and upscaled, clear documentation mechanisms could be introduced. By training CDRC members to keep a transparent record of the processed cases, local capacity can be built, and the effectiveness of the committees evaluated and improved more easily.

Creating a shared data base of cases –

Much can be learned about HLP issues, displacement and conflict from the different cases handled by CDRCs. In order to leverage the insights gained during the dispute resolution procedures, a data base of cases could be created. Combined with information on cases from the formal system and providing adequate data privacy, this data base could inform other cases as well as research on root causes of different types of disputes and conflicts.

Promoting equal access to justice –

Women and other minority groups, such as rural populations, are facing different social, economic and political barriers to accessing the judicial system. In addition to advocacy work and awareness raising, increasing the representation of marginalised groups in decision-making processes can have positive social implications. Representation can influence the decisions being made, as much as it can instil confidence in marginalised groups to make their voices heard. Assessing the composition of CDRCs and identifying mechanisms to ensure equal representation could help to further tackle marginalisation.



Photo 13: Child in Qansaxlay IDP Settlement, Dolow / UN-Habitat



Photo 14: Community Festival, Baidoa / IOM



Photo 15: Community Dance and Music Performance, Baidoa / IOM

Community-wide arts, culture, recreational activities

Poetry, music, theatre, dance, sports and other community-wide activities can transform communities' perceptions of each other, mitigate mistrust and foster social cohesion. The rich Somali culture and traditions lend themselves to using community-wide arts, culture and recreational activities to facilitate Durable Solutions, especially integration.

Community-wide arts, culture and recreational activities in practice

From football tournaments in Dolow, to clean-up days in Hudur, to drum performances in Baidoa, Midnimo-I saw a diverse set of activities being implemented in the different communities. The activities, which were designed to be responsive to community interests, were led by the CFTs (see section 3.4.1) and implemented with the help of volunteers.

Through the act of planning and carrying out inclusive community activities, the target communities were empowered to lead their own integration processes by bringing together individuals and groups from different parts of their wider community. The shared feeling of belonging that can be created through such people-centred events, can strengthen the community's identity and enhance social cohesion.

While the communities showed enthusiasm and creativity when proposing community-wide activities, some activities were limited in their success due to a lack of resources. In Dolow, for example, a football tournament only saw two of the expected twelve teams competing. The midterm review of Midnimo-I concluded that potential contributing reasons were the lack of basic equipment, including footballs, nets, uniforms, whistles and referee cards.⁴²

Impact on Human Security and Durable Solutions

Anecdotal evidence suggests that in particular sports activities had a positive effect on social cohesion and community security. By facilitating social interactions around a common interest, joint activities can create a shared identity and a safe space for bonding with individuals and other groups in the community.

Sports, arts and other forms of recreational activities can also foster self-expression. Persons and communities who have suffered from displacement and associated negative effects such as discrimination and exploitation, may find avenues to process some of their experiences through

community activities. Being able to take part and immerse oneself in a community-wide activity can thereby have positive psychosocial effects.

Considerations for the future

Ensuring availability of resources –

Although a seemingly simple problem, the sheer lack of resources to carry out some community activities, meant that some initiatives failed to materialise or were not as successful as the communities had hoped. One way to ensure availability of adequate resources, would be to allocate additional discretionary funding to communities for ad hoc activities. Alternatively, or in addition, the capacity of the CFT and other members of the community to budget and find avenues to source necessary materials could be built. The knowledge gained from such training, could also benefit the feasibility and sustainability of other projects beyond the project period.

Documenting activities and their impact –

Many of the community-wide activities were not documented in detail. While this does take away from the impact they might have had on social cohesion, it makes it difficult to monitor and evaluate them. A combination of qualitative and quantitative data is likely to be most suited to capture the nuanced effects of different activities. Training the CFTs and communities in how to document activities could lead to a rich information repository, which could then be used to advocate for more funding to be allocated to successful initiatives.

REHABILITATION OF GRAVEL ROAD, Baidoa



Photo 16: Aden Ahmed / IOM

Aden Ahmed, a father of two children, was born and raised in the city of Baidoa where he now resides in the Dar-es-salaam neighbourhood. For most of his life, Aden has worked as a livestock trader. He owns goats and camels that he regularly trades at the local market to earn his living. Aden says he has faced many obstacles in running his business, but one of the major challenges was the poor road infrastructure in Dar-es-salaam. The gravel road is the only road leading to the local livestock market. This dramatically affected Aden's business and his income, like many other livestock traders in the market.

Aden explains how the road was also very dangerous for both drivers and pedestrians who sometimes were victims of road accidents. "The road that leads to the market was in such a bad shape that it caused many accidents. It was so steep that many vehicles have rolled over. This led to many customers to turn away and not come to the market, which greatly affected our livelihood." Aden and other residents tried to reconstruct the road several times to provide the access they needed, but the attempts fell short of the required resources.

A new initiative to build the road linking the livestock market to his neighbourhood and the town was presented through the community's appeal in the Community Action Plan (CAP). Aden says the road has also provided access to other important locations for the community. "[...] suppliers, such as me, can easily reach the local market to meet buyers and increase business, but the road has also benefited my community in particular, because this was the only road leading to the cemetery where we bury our loved ones and where our ancestors are buried. Before we had to carry the caskets on our shoulders in order to reach the cemetery."

The improved infrastructure has also given the much-needed access to the local government to reach close to 60 IDP settlements on the other side of Dar-es-salaam. They can now use the road safely and efficiently, and deliver support to the IDPs. "The quality of the road is excellent and is a definite long-term solution. All in all, I give credit to the Southwest State government authorities and partners who implemented this project as well as donors, the community and all those involved in making this project a success for the residents of Dar-es-salaam and Baidoa as a whole."

HUMAN STORIES

A NEW HOME IN MIDNIMO VILLAGE, Kismayo

Mukhtar Ahmed heads a returnee family residing in Kismayo since 1995. He works as a shopkeeper in order to support his wife and their ten children. Born in Gobweyn, Lower Jubba, Mukhtar grew up as the son of a business man who owned farming plots, houses and other small businesses. The civil war forced the family to move to Kismayo in 1996. However, the violence did not end. Only a few years later, in 1999, the family became victim of violent interclan conflicts. After the killing of one of the brothers, the family fled their homeland, leaving behind their property and belongings, to seek refuge in Hagardhere camp in Kenya.

Mukhtar describes his return back to Somalia: "In 2017, after the camp in Kenya got closed down, I came back to Kismayo together with my wife and our eight children. We rented a house at the outskirts of town, where competition for renting was less and the land was owned by my wife's clan. But as a labourer working day jobs, I could not always afford to pay the monthly rent of 18 USD, so within in a few months we found ourselves heavily indebted. Occasionally the owner of the house exempted us from

rent but we still had to make compromises to our basic needs such as food and health care. Our struggle lasted for over one year, with no hope in sight.



Photo 17: Mukhtar Ahmed and Family / UN-Habitat



Photo 18: New homes in Kismayo / UN-Habitat

In march 2019, I heard that a government committee was enlisting vulnerable families to resettle in a new settlement on donated land, and did all I could to seize that opportunity. Fortunately, one of the committee members was Ugaas who knew my situation and shared my case with the committee. Finally, I was selected as a beneficiary and got my life's fortune in the form of permanent shelter.

I am really grateful for the new house and would like to thank those that supported this important project for our vulnerable communities. I also thank the government committee, since without their consideration I would not have gotten this house for me and my family."

3.4 INCLUSIVE COMMUNITY-BASED PLANNING – LOCAL VOICES FOR LOCAL SOLUTIONS

Community-based planning is a participatory, bottom-up planning process in which local communities including vulnerable and marginalised groups such as IDPs, returnees and women analyse their current situation and develop a shared vision to prioritise development initiatives that facilitate social cohesion, peaceful coexistence and fulfil their basic needs and rights. Community-based planning places communities at the centre point of needs identification, visioning, decision-making, planning, implementation and evaluation of local projects and initiatives. By building the capacity for local voices to define local solutions, investments are made in a community's pre-existing skills and resources. The aim is to foster a sense of responsibility and ownership that drives Durable Solutions and recovery processes in displacement-affected communities. Midnimo-I carried out two types of community-based planning activities; (i) Community Action Plans and (ii) women's groups.

Community Action Plans (CAPs)

A Community Action Plan (CAP) is a living document, outlining a community's vision and investment priorities for their settlement. In line with the Wadajir Framework, which seeks to build local governance and governments, the premise of the CAP methodology is that community- and government-owned solutions are an integral part of recovery and development. CAPs are deeply rooted in the Human Security principles of bottom-up empowerment and top-down protection. They are designed to bring together a wide range of actors to respond to the complex interconnected nature of the root causes of displacement-related insecurities and discrimination.⁴³ Through CAPs, displacement affected communities and their local leadership are being empowered to drive plans and strategies to address their own needs.

Community-based planning can, among having other benefits, help reduce sentiments of disenfranchisement and contribute to social cohesion. In order to fully leverage these and other positive effects on Durable Solutions, CAPs are developed in a participatory and inclusive manner. By giving equal voice to all genders, ages, abilities and those in vulnerable situations such as IDPs, refugees, returnees, women, youth and host communities, CAPs capture common as well as unique needs of different groups in the community. Together, the local community and government learn how to analyse and address the root causes of existing and future insecurities and displacement-related needs. The process

of jointly working on shared goals, has the potential to improve the community members' understanding of each other's perspectives, difficulties and strengths, to ultimately enhance Durable Solutions.

CAPs in practice

A total of seven CAPs were produced during Midnimo-I; one for a district in Hirshabelle State, four for districts in Jubaland State, and two for districts in South West State. Midnimo-II will see the development of a further six CAPs in Hirshabelle State and Galmudug State. Across all seven districts, a coherent but nevertheless evolving methodology was deployed to develop the CAPs. The first step in each district was the formation of a Core Facilitation Team (CFT), appointed to provide local government leadership, accountability and responsiveness. Taking lessons from one district to inform activities in the other locations, the selection process for CFT members was updated over the course of the project. While the first CFT in Kismayo consisted of four men from the local government, the last CFT that was established in Balcad comprised two women and two men, equally representing the community and the government.

Once appointed by the local government, the CFT members received formal training to deliver the second step of the CAP process; community consultation. Over the course of five days, the CFTs engaged with an average of 125 community members from all socioeconomic groups, including women, religious groups, IDPs, returnees, host communities, youth, urban village committees, leaders, businesses, civil society and many more from across the district. The thorough and extensive engagement was meant to ensure that all groups, including those who do not typically have access to the government and whose voices are not often heard, would be able to share their insights and contribute to people-centred solutions.

The multifaceted information from the community consultations, then fed directly into the formulation of the CAPs, making them context-specific and fully grounded in local realities. Equal decision-making and leadership powers were conferred on a representative group of ten to fifteen members of the local community, the Community Action Groups (CAGs), who drafted the CAPs under the leadership of the CFTs. The CAGs also took agency in the promotion and implementation of the agreed priorities, and in replication and sharing of community best practices, knowledge and lessons learned.

As the seven existing CAPs show, the close collaboration of different socio-economic groups of the community can drive a comprehensive analysis that identifies multi-dimensional drivers of insecurity, instability and

displacement. Taking the result of this analysis, those involved in the drafting of the CAPs were encouraged to identify prevention-oriented activities to address chronic vulnerabilities, insecurities and displacement-related needs. Across all CAPs, community members prioritised projects related to infrastructure, health and livelihoods, including the construction of community centres, markets, police stations, wells, hospitals, schools and other essential facilities. Other priorities also included capacity building, cash for work schemes and mechanisms to support businesses and entrepreneurs. Noticeably, the priorities showed a common understanding and shared ambition to improve the condition of all members of the community.

The CAPs were complemented by the Urban Profiles, in which the prioritised initiatives were spatially mapped.

Impact on Human Security and Durable Solutions

Community-based planning, the approach, which is used to formulate a CAP, is a powerful tool to enhance Human Security and Durable Solutions. CAPs are designed to level the playing field between all members of a community. A space is therefore created for community members and representatives from the local government to meet at eye-level, in order to voice and constructively address their own needs and those of others. Community insecurities can be reduced by strengthening people's capacity to consider the perspective of others with a heightened sensitivity for the inclusion of minority groups such as IDPs, women and others. Improved communication and cooperation between different groups in the community and with the local government, have shown to foster trust and a sense of belonging and enfranchisement, especially among displaced groups.⁴⁴

Local government leadership and ownership of the CAPs, which was supported by targeted training to build community-based and urban planning capacities, is also a driving force for increased political security. The CAPs gave local governments legitimacy to guide and prioritise investments through a community-backed mechanism, ultimately increasing government credibility. CAPs can serve as a long-term reference point to coordinate the involvement of a wide range of actors, who are implementing projects in the community. By helping to avoid duplication of efforts, CAPs empower governments to negotiate and channel scarce resources towards integrated solutions that have the potential to promote Durable Solutions.

Much of the potential of CAPs depends on the identification and implementation of truly catalytic and impactful projects. As only some of the identified priority projects could be implemented as part of Midnimo-I, the CAPs were designed to facilitate coordinated access to other types of funding from the government, domestic and external donors, the private sector and the diaspora. According to an assessment by IOM, more than twenty UN, private sector, diaspora, community and other actors have used the CAPs as steppingstones to inform the types of projects to invest in. In Baidoa and Kismayo the CAPs are being synchronised and consolidated through the Danwadaag Durable Solutions Consortium.

Abdiilah Osman, Senior Programme Assistant at IOM, at the closing ceremony of Midnimo-I in September 2019 stated that: *"CAPs are like shopping baskets for humanitarian, development and government actors. They save time and resources because needs and priority assessments have already been done and projects can easily be aligned."*

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> • Farming as the river is crossing the city • Taking care of livestock • Fishing in the coastal areas • Running small scale businesses 	<ul style="list-style-type: none"> • Less familiar with the sense of ownership • Dependency on remittance from abroad • Security threat from Al-Shabaab and clan dynamics
THREATS	OPPORTUNITIES
<ul style="list-style-type: none"> • Disease outbreak • Shortage of rain or drought • Sometimes floods may hit entire district causing outbreaks of diseases 	<ul style="list-style-type: none"> • Natural resources • Entrepreneurship skills • Rehabilitation and construction of public places • Rehabilitation of former Somali textile • Rehabilitation of dams and channels

Table 2: Balcad CAP Example SWOT Analysis

Considerations for the future

Upholding the Human Security approach –

While the CAPs are designed to bring to light the community's most pressing needs and priorities, more can be done to safeguard their quality and catalytic contribution to Durable Solutions. Building the capacity of CFTs and CAGs to apply Human Security independently, can enhance the development of CAPs by framing them more clearly as tools to achieve Durable Solutions and thereby Human Security for all. Communities can, for example, learn to look at their needs more comprehensively through the lenses of the seven different forms of Human Security.

The application of Human Security can also support a nuanced understanding of displacement-related vulnerabilities by distilling the root causes of insecurity, displacement and conflict, and thereby promoting prevention-oriented solutions. Guidelines or a checklist for project prioritisation could serve as a practical safeguard, and include some of the following items:

- needs-based criteria that assess whether a project benefits those who are most affected or at risk of being affected by displacement-related vulnerabilities (e.g. persons who suffered from repeated displacement, minors, persons with disabilities, single parents);
- viability-based criteria that assess whether the project is feasible and sustainable in the long-term (e.g. financial considerations, use of local resources and materials, political and community ownership, integration into the existing urban system);
- criteria to assess the catalytic nature of the project by estimating the likelihood of upscaling and replication; and

- criteria to assess whether the project promotes Durable Solutions by following the principles of Human Security, addressing different forms of human insecurities, and reducing the need for assistance caused by displacement-related vulnerabilities.

Ensuring implementation, sustainability and relevance –

For the value of CAPs to fully materialise, they do not only have to be implemented, but also monitored and updated. Implementation, which to a large extent will be carried out after the conclusion of Midnimo-I, can best be ensured by developing roadmaps and financial strategies to deliver the identified priority projects. As a first step, the existing CAPs could be shared with the humanitarian clusters via the cluster coordinator and uploaded on ReliefWeb. In the longer term, joint workplans could be developed with humanitarian and development actors, different levels of government and with community members including the diaspora. However, without any resources for community-based planning itself, including meeting facilities and allowances for participants who may forego their daily work and salaries to volunteer, CAPs cannot be delivered sustainably. The financial difficulties caused by uncompensated volunteering might prevent some community members from participating, reducing the representativeness and inclusiveness of the plan.

Promoting formalised community-based planning –

Interviews with state level ministries and local governments conducted as part of the midterm review of Midnimo-I, point to their willingness to support the CAP priorities.⁴⁵ IOM and UN-Habitat have thus requested that relevant line ministries officially take the implementation of CAPs forward.⁴⁶ By formally linking community-based

USEFUL MATERIAL

Midnimo-I CAPs

Jubaland State:
Kismayo District
Afmadow District
Dolow District
Garbaharey District

Hirshabelle State:
Balcad District

Southwest State:
Baidoa District
Hudur District

UPCOMING MATERIAL

Midnimo-II CAPs

Hirshabelle State:
Balcad – continuation
Johwar
Beletweyne
Galmudug State:
Dhusamareeb
(Hoby)
Galkayo (with focus southern part)
Abudwaq



Photo 19: Women at Community Planning, Hudur / UN-Habitat

planning processes to district level planning, such as the District Development Plans, communities might be better able to access resource envelopes of the district, state and federal government, donors, the private sector, the community and the diaspora. Once District Councils have been established in the targeted cities, more streamlined mechanisms can be developed to feed CAPs and perhaps even site- or neighbourhood-specific plans into planning strategies for the wider district area.

Extending the use of CAPs –

Lessons and knowledge from the seven existing and the six upcoming CAPs could be used to facilitate cross-learning between districts, as well as more regional approaches. Compiling all CAPs on a state level for example, could enable the state governments to consolidate a full needs assessment and identify synergies and commonalities. The consolidated information could then be used to effectively direct humanitarian and development as well as other relevant actors to the right locations to support certain priorities.

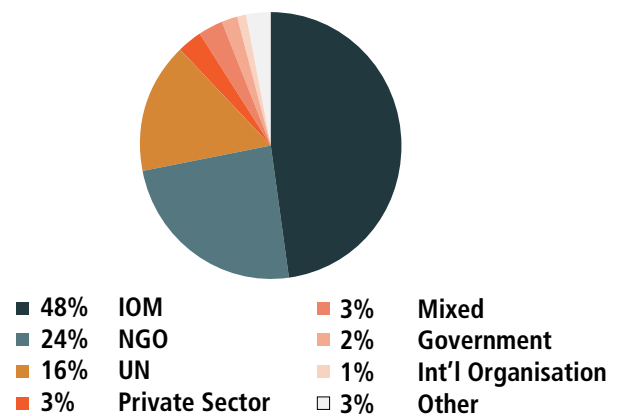


Figure 6: Project Implementation Partners / Adjusted from IOM (2020)

Women's Groups

Gender is a cross-cutting factor of social and economic exclusion and thereby also of human insecurity. Aiming to rectify gender imbalances by empowering women to be agents of change, women's groups are designed to give women an active voice in their own as well as the community's development. As the primary caregivers of children and the elderly, as homemakers and increasingly also as livelihood generators, women play a crucial role in health, food, economic and many other types of securities. The importance of women in development is acknowledged and leveraged by giving women space to explore opportunities, factors, challenges and the role of women in their community's transition towards Durable Solutions, recovery and peaceful co-existence.

Women's Groups in practice

As part of Midnimo-I, Women's Groups were established in Kismayo, where participating women have shown and continue to show their commitment and ability to act as agents of change in their communities. Based on a people-centred approach, the Women's Groups are mechanism for bottom-up empowerment.

In total, the Women's Groups comprised approximately twenty women who were appointed by the local community to lead initiatives for reintegration, peace and security with particular consideration for women and girls. Once appointed, the women divided themselves into thematic committees, through which they agreed to address issues of (i) health and development of women, (ii) women's rights, (iii) small business entrepreneurs, and (iv) water and sanitation.

Each thematic committee then took the lead on designing and carrying out context-specific activities that addressed the identified local needs, complemented by capacity building. In the case of the Midnimo Village in Kismayo for

example, the proposed activities ranged from providing medical supplies to nurses and midwives, to lobbying for cases of gender-based violence and abuse to become subject to punishment, to awareness raising campaigns about the importance of good sanitation.

The diversity and nature of activities identified by the committees, confirms the prevention-oriented outlook of the participating women. Rather than focusing on short-term solutions to meet existing demands, the women placed importance on awareness raising and advocacy work to trigger a systemic change in favour of women's empowerment.

Impact on Human Security and Durable Solutions

The cross-cutting nature of the issues identified by the Women's Groups of Midnimo-I, demonstrated the extensive understanding women have of their own needs as well as those of their community at large. By embracing women's equal and meaningful participation as idea-givers, decision-makers and executors, challenges to Human Security and Durable Solutions can be understood more comprehensively and respective improvements spread more widely.

The bottom-up empowerment of women gave the groups the tools to drive local solutions to displacement-related challenges. The impact of this became visible in the comprehensive range of social, economic, legal and financial issues addressed by the women, including health and safety concerns over the lack of street lighting, health facilities and emergency medical services; livelihood issues due to insufficient market facilities; infrastructure shortcomings such as the lack of access roads, electricity and water supply; the lack of education facilities and so forth.

The women's context-specific awareness of local realities, and their devotion to addressing identified issues through advocacy and policy work, training and capacity building, reaffirmed the potential and importance of women's empowerment for Human Security and Durable Solutions.

Issues in need of special attention as identified by the Kismayo Women's Group:

- Road access
- Electricity supply
- Street lighting
- Water supply
- Milk market
- Slaughterhouse
- Medical (emergency) services and facilities (especially for pregnancy)

Table 3: Kismayo Women's Group's Needs Identification

Considerations for the future⁴⁷

Giving women a voice in their own development and that of their communities, can have wide ranging positive effects on Human Security and the facilitation of Durable Solutions. To leverage these benefits further, the following steps can be taken.

Sustaining existing Women's Groups –

After the conclusion of Midnimo-I, already established Women's Groups might not be able to sustain themselves as easily. By setting aside resources in advance and teaching Women's Groups members how to raise funds, for example to carry out consultations, cover travel costs, venue hires and daily subsistence allowances, Women's Groups can be capacitated to function independently of donor support.

Training the trainers –

The success of the Midnimo-I Women's Groups suggests that replicating the concept could be beneficial for other urban and rural communities too. By training existing Women's Groups members as trainers, their skills and past experiences could be leveraged to empower other women, especially in hard-to-reach areas.

Creating a network of Women's Groups –

Once more Women's Groups have been established, a network could be set up to facilitate knowledge exchange. A network of Women's Groups could offer the opportunity for knowledge exchange and joint advocacy at the regional and national level.



Photos 20 & 21: Medical Check-ups at the Hospital, Hudur / UN-Habitat

HUMAN STORIES

MEDICAL CARE FOR MOTHERS AND CHILDREN, Hudur

"MARDO Mother and Child Hospital (MCH) started in a single room, which served as both consultation and delivery room. Patients used to share the little space we could afford as we attended to them one after the other. We faced many challenges including overcrowding and lack of privacy. Our work with patients was also easily interrupted whenever more serious cases, sometimes a lifesaving case, was brought to your attention. Nevertheless, we continued until we heard about the Midnimo-I programme, where community members were being consulted to identify and prioritize projects for the community." Maryan Omar Noor, traditional birth attendant who works at MARDO MCH, Hudur.

MARDO MCH is located in the urban village of Sheikh Aweis, the most populated urban village of Hudur. Sheikh Aweis hosts both IDP and vulnerable host communities, many of whom are in dire need of health facilities. The support for MARDO MCH was one of the priority projects identified by the community in their Community Action Plan (CAP). The CAP was the result of an inclusive consultative process that brought together different groups of the community, local authorities and government officials. Once identified as a priority project, four additional rooms were constructed for MARDO MCH, improving health services for the entire community. Maryan Omar Noor expressed her feelings after seeing the new MARDO MCH: "Thanks to everyone who supported this project. Supporting this project means saving innocent lives and protecting human dignity."

She further explained that her feelings are shared by the community: "We are pleased that our priority project was picked among many other projects. It will revive health service delivery, more specifically mother and child health support. Now there are enough rooms for the patients to sit in, spaces where they can rest during breaks and latrines they can use while they are at the MCH. Soon, more experienced health personnel will join the centre to offer more community support. We believe the amount and the quality of the services offered will improve even more in the years to come. I am optimistic; many people will come in search of better health services."

UNASSISTED DELIVERY, Kismayo

Late at night, a woman in Kismayo went into labour. Unable to access a car or an ambulance, she started walking. Still on her way to the nearest hospital, the woman delivered her baby without any assistance. Shortly after, due to the complications and bleeding she was experiencing, the woman fainted. It was not until a chairman was informed, that she was taken to Kismayo's general hospital. The young mother remained in a coma for several days but did survive.

The story of the unassisted delivery, was shared during one of the Kismayo Women's Groups meetings. It was told to make a case for improved emergency medical services, and maternal and child health care. Women's groups provide a space for women to come together to address issues and development challenges of women. They serve as a platform for coordinated action that is gender-sensitive and community-driven.

MENTAL HEALTH CARE MADE ACCESSIBLE, Baidoa (1)

Ukash, who used to suffer from drug abuse problems and mental instability, was admitted to the Baidoa Mental Health Care Centre six months ago. With the care and support of Abdisalam Mohamed Mursal, a 38-year-old father of five children who works at the centre, Ukash was able to recover and now leads his life independently. "Ukash was such a person who did not recognize anything before he was admitted to this centre", explains Abdisalam.

Mental health is still stigmatised and viewed in isolation from factors such as socioeconomics, development, livelihoods, education and gender issues. The Baidoa Mental Health Care Centre is currently the only facility providing mental health services across the entire state. The support provided to the centre as part of the Midnimo-I programme, has ensured that the health care workers are better able to serve their patients from Baidoa and beyond.



Photo 22: Abdisalam with Patient Ukash / UN-Habitat

MENTAL HEALTH CARE MADE ACCESSIBLE, Baidoa (2)



Photo 23: Hawa's Elder Cousin / UN-Habitat

Hawa Yussuf Moalim, mother of three children, was admitted to the Baidoa Mental Health Care Centre where she is being taken care of by Fadumo Mohamed Hussein. "Hawa was unable to talk to or hold her kids [...] What worried us most was that Hawa was pregnant and clearly needed extra support", describes Fadumo.

Hawa received treatment at the Mental Health Care Centre and was able to fully recover. She has recently been discharged and is the healthy mother of her children and one new-born baby. The Baidoa Mental Health Care Centre is a first step towards a fully functional mental health system that promotes community-based programmes for the relief of the thousands of people suffering from mental health issues. Fadumo sees the support provided to the centre as a catalyst: "We need such centres to be established in other towns of the state because they currently all have to send their patients to us."

3.5 SUPPORT FOR PUBLIC WORKS – CATALYTIC INVESTMENTS TO FACILITATE DURABLE SOLUTIONS

Apart from being direly needed in many parts of South Central Somalia, support for public works pilot projects has the potential to bring catalytic benefits for displacement-affected communities. Investments in hospitals, roads and schools for example, can improve the lives of all inhabitants of a given settlement, regardless of their legal status. Through replication and upscaling, made possible by building local capacity, owner- and stewardship, the impact of pilot projects can be extended even further. Thus, Midnimo-I engaged communities and local government to take part in the entire lifecycle of the pilot projects, including their identification, selection, implementation, and monitoring and evaluation through specialised committees. Transferable skills were instilled into the local communities through their active involvement in the pilot projects, which were designed to contribute to Durable Solutions. Ultimately, this will allow solutions for displacement-affected communities to be locally driven, adapted, improved and sustained in the long-term.

Implementation of Pilot Projects

The Federal Government of Somalia's National Policy on Refugee-Returnees and IDPs safeguards that 'refugee-returnees and IDPs have an equal opportunity to exercise and enjoy the same rights, and have access to the same services as other nationals'. In line with this, the UN's third Collective Outcome for Somalia seeks to increase the number of vulnerable persons with equitable access to inclusive basic social services. Although much is being done, the ambition of the federal government is still far from being achieved. For 2019, OCHA estimated that across Somalia approximately 1.1m displaced persons and 724,000 host community members were in need of education assistance; 1.4m displaced persons and 1.7m host community members were experiencing health insecurity; and 2m displaced persons and 1.5m host community members were suffering from food insecurity. Regarding WASH, the numbers were estimated to be even higher with nearly 1.6m from the displaced and 1.3m persons from the host communities classified as being in need.

As different actors try to contribute to increased and more equitable access to basic services, the UNSF calls for support of 'government-led public works [...] through labour intensive methods'; the rationale being that in addition to addressing fundamental infrastructure shortcomings, labour intensive ways of working provide on-

the-job vocational training and employment opportunities for the local population. The implementation of pilot projects for settlement upgrading, which seek to reinforce reintegration of returnees and IDPs, has the potential to directly contribute to the federal government's and the UN's commitments. Furthermore, by including the local communities in the selection of pilot projects in the CAP process, as well as in their implementation through cash-for-work schemes, communities are being empowered to address their own needs and priorities.

Pilot projects in practice

Communities affected by displacement experience added pressure on their often already stretched resources. In the target locations of Midnimo-I, communities were facing varying levels of insecurity and vulnerability caused by a lack of equal access to basic services such as education, transport, health or WASH. These challenges and their potential solutions were identified through community-based planning and captured in CAPs. By involving the local community and government, the participatory processes fulfilled multiple purposes. On one hand, they ensured the selection of projects based on the greatest common needs and priorities of a community; on the other hand, they did so by considering existing local resources and capacities.

Once identified, IOM and UN-Habitat funded the construction of a selection of the CAP priority projects for community infrastructure. Community-based monitoring and evaluation committees, which were established to followed-up on the progress of the projects, are hoped to further ensure local owner- and stewardship. Cash-for-work schemes were used to provide short-term employment opportunities for the local community, as well as on-the-job vocational training.

Impact on Human Security and Durable Solutions

While each pilot project will have immediate direct impact on the community, the long-term impact can be even greater. In the short-term, the pilot projects of Midnimo-I have been observed to affect beneficiaries in multiple ways. Starting from their design as part of the CAP development, through to the physical implementation and later use, the pilot projects were rooted in the local communities. A sense of empowerment can stem from seeing a project jointly selected by a wide range of community representatives being implemented, as can a feeling of belonging. Furthermore, the involvement of communities in the construction of the public works, created short-term employment opportunities through cash-for-work schemes. In addition to temporary financial



Photo 24: Cash-for-Work Programme, Mogadishu / IOM

benefits, such schemes can contribute to beneficiaries developing transferable skills, which can lead to economic security in the long-term.

Although the long-term impact of the pilot projects will only be measurable in years to come, the way in which they were selected through community-based planning that is inclusive of a wide range of viewpoints from IDPs, refugees, returnees and host communities, increased their potential to contribute to social cohesion and Durable Solutions. In most cases, the projects addressed fundamental gaps in the provision of public services, such as medical facilities, roads, markets and schools. In other cases, they raised awareness about the roles and responsibilities of the community and the local government, such as the importance of adequate waste management for health security. In combination, the pilot projects touched upon all seven forms of Human Security, with each project contributing in its own manner to the overall objective of achieving Durable Solutions.

Considerations for the future

Combining short-term funding with long-term interventions –

For pilot projects to be sustainable in the long-term, upfront capital needs to be complemented with a long-term financial strategy. Schools cannot operate without teachers receiving their salaries; hospitals require regular restocking of medical supplies; roads require maintenance. Without long-term financial strategies that consider the availability of resources for the upkeep of pilot projects, their success is likely to diminish within short periods of time. In addition to financial resources, the upkeep of

pilot projects also necessitates appropriate monitoring and evaluation procedures. IOM and UN-Habitat have thus requested that relevant line ministries commit to the maintenance and operations of the pilot projects.⁴⁸ Regular reviews of the use and quality of pilot projects once in operation, can help to direct adequate resources to their upkeep and maintenance.

Pilot projects as a tool, not the final outcome –

The need for public works in the targeted communities of Midnimo-I far outweighed the support the project would have been able to provide through pilot project. It is therefore crucial for the participating communities and local governments to take full advantage of the catalytic effects of pilot projects. Using local materials, resources and capacities from beginning till end can help to ensure that the local community and government are able to replicate the process. Once skills have been transferred, knowledge exchange between communities can be encouraged to further promote replication and upscaling.

Turning cash-for-work into stable livelihoods –

Not discounting the benefits that cash-for-work can bring to individuals and entire communities, they are in most cases short-lived improvements. If the benefits are to be sustained in the long-term, cash-for-work schemes should be enhanced to promote stable livelihoods. Options to do so include on-the-job training to build the capacity of the beneficiaries with transferable skillsets that correspond to the local labour market; the provision of small grants to support entrepreneurship stemming from the cash-for-work schemes; and long-term investment plans related to the pilot projects that can provide stable employment.

LOCATION	PROJECT	DIRECT IMPACT
HIRSHABELLE STATE		
Balcad	Construction of support structures for Balcad Hospital	<ul style="list-style-type: none"> • First phase of a community hospital that will replace a temporary MCH • Contribution to previous community-led efforts to construct a perimeter fence and water supply for the planned hospital
JUBALAND STATE		
Afmadow	Construction of Community Slaughterhouse with toilet block and sanitation	<ul style="list-style-type: none"> • Improved sanitation for all in the village • Decreased environmental contamination • Increased access to slaughter services, especially benefiting vulnerable community members
	Bush clearing campaign	<ul style="list-style-type: none"> • 80 participants benefited from short-term additional income through cash-for-work • Improved perception of safety and security in cleaned airstrip area
Dolow	Extension of Kabasa Primary School including furniture provision (three classrooms, one office, four latrines with hand washing facilities)	<ul style="list-style-type: none"> • Improved learning conditions for 872 pupils (572 girls and 300 boys) • Improved sanitation for pupils and teachers
	Construction of Dolow airport facilities (waiting hall and latrines)	<ul style="list-style-type: none"> • Community members benefited from short-term additional income through cash-for-work • Employment of 35 permanent airport staff • Improved sanitation for airport employees and users
Ghabaharey	Al-Anwar Secondary School extension and latrine rehabilitation (four classrooms and three latrines)	<ul style="list-style-type: none"> • Improve learning conditions for 766 pupils (443 girls and 323 boys) • Improved sanitation for pupils and teachers
Kismayo	Upgrading of Livestock Market II facilities (water tank and taxation office)	<ul style="list-style-type: none"> • Improved business and livelihood opportunities especially for vulnerable communities • Improved access to water for market users
	Upgrading access road to Midnimo Village (ongoing) (3.2km sandy trail being upgraded to gravel road standards)	<ul style="list-style-type: none"> • Improved access and connectivity to Kismayo via first ring road benefitting 1,312 households in the newly constructed IDP settlements and 500 households from the surrounding areas (total of approximately 13,000 direct beneficiaries)
	School construction and rehabilitation	<ul style="list-style-type: none"> • Improved access to free education for children from host and displaced communities • Growing social cohesion among pupils from different socio-economic groups, and from displaced and host communities
	Madina village solar powered shallow well	<ul style="list-style-type: none"> • Improved access to water for households and livestock

ANTICIPATED LONG-TERM IMPACT

- Improved access to health services especially for women
- Reduced necessity for costly and time-consuming medical trips to Mogadishu, which is 35 km away

- Improved environmental condition
- Improved health and reduced medical costs
- Improved livelihood opportunities and food security

- Increased mobility options and connectivity across Somalia due to access to local flights
- Livelihood opportunities related to the operation of the airport and its effects on the local economy

- Reintegration and upward social mobility facilitated through access to formal education for children from IDP and returnee households, especially for girls
- Increased school enrolment, especially among girls
- Improved health and sanitation

- Livelihood opportunities related to the operation of the airport and its effects on the local economy
- Increased mobility options and connectivity across Somalia

- Reintegration and upward social mobility facilitated through access to formal education for children from IDP and returnee households, especially for girls
- Increased school enrolment, especially among girls
- Improved health and sanitation

- Increased tax earnings to facilitate maintenance work and proper operations of the market

- Improved connectivity between Midnimo Village and Kismayo town due to effective and efficient road network
- Increased access to social facilities that are still missing in the new sites, for example schools and health facilities
- Greater sense of empowerment and social cohesion due to project being led locally by action groups and women committees established in August 2019

- Reintegration and upward social mobility facilitated through access to formal education for children from IDP and returnee households, especially for girls
- Increased school enrolment, especially among girls

- Food security and livelihoods diversification (e.g. all-year-round horticulture)

LOCATION	PROJECT	DIRECT IMPACT
SOUTH WEST STATE		
Baidoa	Rehabilitation and extension of Baidoa Mental Hospital	<ul style="list-style-type: none"> • Array of support and services provided to mental health patients of all ages and from all three regions with South West State • Improved and permanent care for patients with serious and persistent mental illnesses, including conflict traumata • Kitchen facilities enable improved nutrition and care for patients as well as kindergarten of 60 children from IDP and host communities
	Demarcation and grading for new township access road	<ul style="list-style-type: none"> • Direct and safer access to a new emerging township following an area development plan • Connectivity to health facilities in the city extension area and a police station in the new township where 1,000 households settled under voluntary re-settling scheme, coordinated by IOM
	Rehabilitation of livestock road	<ul style="list-style-type: none"> • Improved accessibility of livestock market • New settlements and small business run primarily by women spurred alongside the rehabilitated road
	Isha Police Station	<ul style="list-style-type: none"> • Employment of roughly 15 police officers • Reduced crime rates due to presence of police and efforts of CDRC
Hudur	Rehabilitation of Airport Road (widening of 1.5km road stretch to 7m)	<ul style="list-style-type: none"> • Improved access to airstrip, MCH and nearby district offices
	Extension of the MCH	<ul style="list-style-type: none"> • Additional space for delivery (3 instead of 1 room) in sanitary conditions • Community-ownership as shown by efforts of municipality and the NGO that operates the MCH to mobilise their own resources to clear the construction ground
	Hudur town cleaning campaign	<ul style="list-style-type: none"> • Promotion of environmental awareness and hygiene • Removal of plastic waste from the main roads in town positively benefitted the natural and urban environment • 100 participants (74 women and 26 men) from the IDP and host communities benefited from short-term additional income through cash-for-work

ANTICIPATED LONG-TERM IMPACT

- Improved health security through long-term access to mental health care services ranging from crisis intervention and stabilization to ongoing recovery, treatment and wellness
- Greater social cohesion among IDP and host communities due to integrative kindergarten services

- Improved access to basic urban services for all
- Further development of the city extension area, housing an increasing number of households

- Improved livelihood opportunities and food security
- Spill-over effects on accessibility of basic services, e.g. MCH, which reported increased number of patients

- Crime prevention and greater social cohesion due to increased levels of safety

- Increased safety and urban resilience due to solar lighting and stormwater drainage

- Enhanced long-term access to maternal and child health care services in the southern part of Hudur

- Stronger institutions with municipality at the forefront of public health and solid waste management as per the Local Governance Law in South West State

Table 4: Overview of Selected Pilot Projects (not exhaustive)

Community-based Monitoring & Evaluation (CBM&E)

Localised participatory, or in other words community-based monitoring and evaluation (CBM&E), can play a catalytic role in the successful implementation of community development projects. CBM&E serves as a quality control mechanism as much as it serves as an evaluation tool. Continuous oversight of the implementation of project activities, ensures that deviations from the original and unforeseen difficulties are identified early on and can be addressed through corrective measures. The process of guiding projects from beginning till end can foster a sense of owner- and stewardship among community members engaged in CBM&E.

CBM&E is also integral for evidence-based upscaling and replication of successful project activities. A community's deep-rooted awareness of social dynamics offers invaluable insights into what defines a successful Durable Solution. Levels of integration, social cohesion, feelings of security and freedom from discrimination are impossible to measure without the inside knowledge and understanding of the beneficiaries. In contexts such as Hirshabelle State, Jubaland State and South West State, where the security situation does not permit easy access to project locations, the role of CBM&E becomes ever more important.

Community-based Monitoring & Evaluation (CBM&E) in practice

Community-driven and government-led activities, as implemented by Midnimo-I, offer an easy entry point for CBM&E. Across the different locations in which Midnimo-I carried out public works, members of the local community will be trained to conduct CBM&E. The aim of involving an interested group of community members, is to empower

the community to establish project milestones, measure progress, demand accountability from duty bearers and make informed decisions about the projects.⁴⁹

When Midnimo-I concluded, CBM&E committees had been established but they had not yet been fully operational. Moving forward, a CBM&E package will be developed, including a manual and training materials for staff and communities. The intention is for the CBM&E committees to be tasked with a diverse set of responsibilities. They will be entrusted to conduct traditional monitoring and evaluation by determining progress and impact indicators; deciding on data collection processes and tools; and collecting, analysing and making decisions about the use of data and so forth.

In addition, the committees could in the future also be asked to act as project supervisors by monitoring the selection, work and payments of cash-for-work beneficiaries; identifying and replicating successful actions; and seeking solutions for unforeseen implementation challenges. Furthermore, the committees could have the role of ensuring that the project activities remained context-specific and people-centred by organising quarterly reviews and updates of CAPs to build trust, confidence and project ownership among community members.

The intention of establishing CBM&E committees, was also to prevent any negative effects of public works projects. A Gender Analysis Matrix (GAM) was used to determine differing effects of project activities on men and women, boys and girls.

Impact on Human Security and Durable Solutions

The committees were established based on the assumption that CBM&E mechanisms have the potential to contribute



Photo 25: Dollow CBM&E Training held in Kismayo / IOM

USEFUL TOOL

IOM's Local Reintegration Index (LORI):

IOM is presently developing LORI, a local reintegration index as part of the Danwadaag Durable Solutions Consortium. LORI is expected to be piloted as part of Midnimo-II in the Jowhar district of Hirshabelle State. The aim of the index is to measure local (re)integration of IDPs and returnees. LORI will be able to capture to what extent a household, or an area has achieved (re)integration. It is a context-specific tool developed based on key informant interviews and focus group discussions with a wide range of participants. By asking questions about the different signs of feeling part of a community, or of having accepted IDPs and returnees, the developers of LORI aim to distil what integration means in a specific context.

Once various components have been identified, LORI is then able to assess the relation between different variables. Based on statistical correlations between local (re)integration and different variables that influence the former, such as social cohesion, housing, land and property, adequate access to basic services, and others, the weights of these variables can be determined and will provide evidence to inform the allocation of funding based on what provides the greatest benefits for Durable Solutions. Given the dynamic nature of displacement and (re)integration processes, LORI will be conducted every year to track and respond to changes.

to and potentially even increase a given project's impact by guiding its development. Through capacity building and the transferral of skills, an appreciation for the importance of monitoring and evaluation can be transferred onto communities and local governments. Awareness about the day-to-day progress of community-driven projects can give CBM&E committees the evidence to adjust, improve and scale up activities in line with desired outcomes. Placing this responsibility on local communities and governments can increase the level of owner- and stewardship, thereby potentially affecting the state-citizen relationship.

As the CBM&E committees have not yet started their work, the measurable impact of their work on Human Security and Durable Solutions will have to be determined at a later point in time.

Considerations for the future

Mainstreaming CBM&E –

Without transparent procedures for documenting and monitoring activities on a continuous basis, significant amounts of information about the success and impact of activities can get lost. This is true for public works pilot projects, which the Midnimo-I CBM&E committees were set up for, as well as for other projects and activities implemented locally. If over the course of a programme or project limited data is being produced at the project- or activity-level, monitoring and evaluation can become very costly and time consuming, limiting the detail into which evaluators can go.

Transferring skills and ensuring commitment early on –

Learning from Midnimo-I, which faced some weaknesses in this regard, it is worth establishing CBM&E committees early on, so as to ensure they take leadership in the entire process of the activities. Persons involved in CBM&E need to be trained adequately and committed to carry out the documentation and monitoring for their community even beyond the project duration. If conducted from beginning to end, CBM&E can be used to adjust activities and projects as they are being implemented, eventually increasing their impact. Although this implies upfront investments, it can reduce monitoring costs and ensure evidence-based allocation of funds later on.

Improving representativeness –

When establishing CBM&E mechanisms, safeguarding accuracy and objective reporting is imperative. Part of this, in addition to providing relevant training, is to ensure representativeness of those involved in the M&E process. The Midnimo-I midterm evaluation revealed that the composition of CBM&E committees included approximately 12% women, far from the target of 40%.⁵⁰ To tackle such issues of representativeness, an analysis could be done as to why certain groups were over- or underrepresented. Depending on the exact reasons, quotas or other mechanisms to increase representation could be introduced.



Photo 26: Tayo Primary School, Kismayo / IOM



Photo 27: Market Street, Dolow / IOM

3.6 CONCLUSIONS

Human Security and Durable Solutions are closely related in concept and in application. Both are based on a comprehensive understanding of the basic conditions necessary to ensure freedom, safety and dignity of people. Displacement often diminishes these conditions; persons may experience human rights violations and exploitation; their basic needs may no longer be met; and they might be excluded or discriminated against where they seek refuge.

The Added Value of Integrating Human Security and Durable Solutions

Combining Human Security and Durable Solutions can help to sharpen and transform otherwise abstract concepts into practical working tools. Midnimo-I did so in a unique manner; through the application of a spatial lens it brought Human Security and Durable Solutions together to develop a comprehensive set of project activities, outlined in chapter 3. The three components each contributed to Midnimo-I's holistic design in distinct ways, enabling the project to facilitate long-term development and peacebuilding among displacement affected communities.

Human Security

Human Security provides five fundamental principles to inform potential pathways towards Durable Solutions. This added value was visible throughout the entire lifecycle of Midnimo-I, providing lessons for how Human Security could also enrich other Durable Solutions programmes and projects.

During **programme/ project design**, the Human Security approach can contribute to the formulation of activities that address multidimensional and interrelated aspects contributing to (protracted) displacement and human insecurity. The application of Human Security to the design of Midnimo-I, ensured that all project activities adopted the following fundamental principles:

- **People-centred** – Inclusive community-based planning and the establishment of community bodies, such as CFTs, CAGs and Women's Groups, gave voice and consideration to the needs, preferences and capacities of all genders, ages, abilities and marginalised groups. IDPs, refugees, returnees, and host communities took an active and equal role in decision-making on matters concerning resource sharing, ultimately affecting their conditions to achieve Durable Solutions.
- **Comprehensive** – A comprehensive approach drew

actors from all sectors and groups in society together, including government and civil society, to identify and respond to the complex interconnected challenges to Human Security faced by IDPs, refugees, returnees and host communities. Integrated solutions were proposed and developed to improve HLP rights, access to basic services, economic opportunities and social cohesion, among others. Strategic and comprehensive action plans reduced the risk of duplication of efforts, leaving a lasting legacy to guide future investments in Durable Solutions.

- **Context-specific** – The development of appropriate Durable Solutions was embedded in an evidence-based analysis of the local realities and their root causes. Urban Profiles captured the current and future development constraints and potentials of settlements to inform planning processes. Complementing the analytic evidence, inclusive dialogue and participatory planning helped to align projects to real needs on the ground. Across all project components, consideration was given to the differing skills and resources of the parties involved, while building capacity for communities and local government to drive Durable Solutions in their local context.
- **Prevention-oriented** – Risks and threats to Durable Solutions were identified through an evidence-based analysis of the settlements' development trends, combined with insights from the local communities. Community bodies were established to carry out public works projects, trainings, capacity building, policy and advocacy work, and many other activities to address existing challenges and prevent future conflicts and threats. The resulting community- and government-ownership of the various activities, increased the likelihood of long-term sustainability and impact of Midnimo-I.

During **implementation and operation**, the Human Security approach can help to ensure public acceptance, local ownership and sustainability of programmes and projects. Partnerships with local communities and governments play an integral role in this, which Human Security promotes through the following mutually reinforcing principles:

- **Protection** – In Midnimo-I, top-down processes and institutions were strengthened through legislative work, local dispute resolution mechanisms, capacity building and advocacy work. The local, state and federal governments' ownership of the project and leadership during implementation, fostered stronger state-citizen relationships and trust in the capacity and responsiveness of the government.

- **Empowerment** – In response to requests by affected population groups, Midnimo-I empowered local communities to voice and address their own needs. The project conferred equal decision-making power on IDPs, refugees, returnees and host communities, enabling them to take agency in community-driven, localised activities and projects. The resulting sense of empowerment added to social cohesion; approximately 90% of respondents from focus group discussions confirmed that Midnimo-I enabled different groups to understand how to work together towards similar goals.⁵¹

Applying the Human Security approach during **monitoring and evaluation** allows for a comprehensive and critical understanding of the impact of a programme or project on the different (in)securities of the target population, amounting to freedom from fear, freedom from want and freedom to live in dignity. It lends support to CBM&E (section 3.5.2), which can contribute to local owner- and stewardship of project activities, and a locally rooted understanding of how to measure and improve their impact on Durable Solutions.

Durable Solutions

While Human Security provides practical pathways to Durable Solutions programming, vice versa, the concept of Durable Solutions enhances the understanding of Human Security in the context of displacement. Durable Solutions programming explicitly recognises the distinct effects, stigma and discrimination associated with displacement. It acknowledges and tries to diminish the unique vulnerabilities, including legal, material, psychosocial and other protection and assistance needs faced by displacement-affected persons.

In line with this, Midnimo-I introduced mechanisms for peaceful co-existence that promote equal rights and social cohesion, for example through land legislation (section 3.3.1), dispute resolution (section 3.3.2) and community-wide activities (section 3.3.3). As displacement-related vulnerabilities are also impacted by factors such as socioeconomic status, gender, age and many others, Midnimo-I placed emphasis on inclusive planning processes. CAPs (section 3.4.1) and the empowerment of women through Women's Groups (section 3.4.2) are examples of this.

Spatial Lens

The binding component that integrated Human Security and Durable Solutions was Midnimo-I's spatial lens. The spatial lens enriched the project by fostering a better understanding of the urban nature of displacement in

South Central Somalia. It brought to light how the distinct effects of displacement materialise in urban settlements. Area-based approaches that are cognizant of the unique as well as shared needs of displaced and host communities, were an important part of this. Urban Profiles (section 3.2.1) were used to map how displacement manifests itself in an urban context and how its effects can best be addressed.

The spatial insights gained from the Urban Profiles were complemented with the findings of the CAPs (section 3.4.1). Together, the Urban Profiles and the CAPs were not just used to identify what the needs of a community were, but how they were spatially distributed and could best be addressed to create a more equitable and sustainable urban environment.

The Observed and Anticipated Impact

Albeit the fact that Durable Solutions can seldom be fully achieved within the short time span of humanitarian and/or development projects, the application of Human Security can help to lay foundational building blocks for their achievement in the long-term. Midnimo-I accomplished this by identifying and mapping the needs of displacement affected communities, while empowering and building the capacity of communities and governments to address these needs. Across agencies and stakeholders, Midnimo-I's unique coupling of Human Security and Durable Solutions through the spatial lens is now commonly referred to as the "Midnimo approach" and the "Midnimo spirit" – a testimony of the project's transformative impact on how Durable Solutions programming is conceived.

An initial indication of the effectiveness of the project activities can be derived by assessing their sustainability and catalytic effects. Midnimo-I coupled community empowerment and the strengthening of the local government with practical tools and mechanisms for continued action. Skills and tools were transferred to the local level by establishing and strengthening community bodies, such as the CDRCs (section 3.3.2), CFTs and CAGs (section 3.4.1), Women's Groups (section 3.4.2) and CBM&E committees (section 3.6.2), who will be able to carry on the work of the project independently. Clear development roadmaps in the form of CAPs (section 3.4.1) and investments in direly needed public works projects (section 3.6.1) that can be upscaled or replicated in other locations, were first catalytic steps towards the locally coordinated facilitation of Durable Solutions. Improved community infrastructure and access to basic services such as hospitals, water wells and schools, can enhance the absorption capacity of communities whose already scarce resources are being stretched to accommodate

displaced persons. The resulting reduction in competition over resources and shared benefit of investments in public infrastructure can contribute to social cohesion, peaceful coexistence and potentially even integration.

The collaboration and trust fostered during community-based planning processes (section 3.4) and community-wide arts, culture and recreational activities (section 3.3.3) is likely to add to the lasting impact of Midnimo-I on social cohesion. Approximately 90% of respondents from focus group discussion confirmed that the project taught different groups how to work together towards similar goals.⁵² Furthermore, 97% believed the project led to improved security in the community and greater personal physical safety.⁵³



Step 1 Provide better connectivity



Step 2 Respond to immediate need



Step 3 Promotion of income-generating activities

Figure 7: Strategic Planning Steps for Baidoa, UN-Habitat

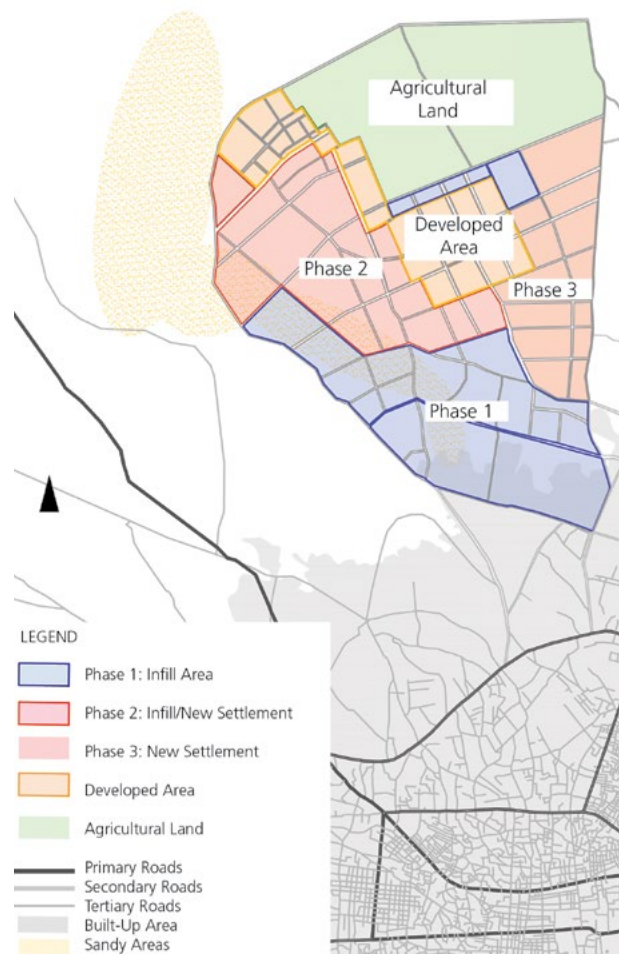


Figure 8: Planned City Extension in Kismayo, UN-Habitat

4

Way Forward

Human Security can serve as both an analytical framework as well as a practical operational tool for the identification and implementation of Durable Solutions in Somalia and beyond. Its regard for comprehensive methodologies and solutions has the potential to mobilise and unite a growing and diverse range of actors from the humanitarian, development and peace/ state building realm, civil society, the public and private sector, and many others.

The following chapter will explore how the experiences of applying Human Security, can serve as catalysts to further improve, replicate and upscale Durable Solutions efforts of the UN and its partners across Somalia.

4.1 ADDRESSING THE TRIPLE NEXUS

Human Security and Durable Solutions lie at the nexus of humanitarian, development and peace/ state building efforts, meaning that for them to be realised, a broad range of actors must come together. In a displacement context, most challenges and threats are interconnected and mutually reinforcing. Poor land management, for example, can increase the risk and effects of natural hazards such as drought and flooding, potentially leading to food and health insecurities.

The Human Security approach to facilitating Durable Solutions acknowledges these interconnections and -dependencies, giving it unique potential to serve as a basis for streamlining different types of assistance given to governments by the UN and its partners. Its cross-cutting nature can guide actors in the UN system to move from isolated procedures towards a joint analytical framework.⁵⁴ The approach is thereby in line with the UN's 'New Way of Working', declared at the World Humanitarian Summit in May 2016, which aims to strengthen the humanitarian-

development nexus and promote integrated and comprehensive approaches to peace and state building. The associated 'Delivering as One UN' initiative seeks to strengthen country-level coordination to foster synergies and integrated programming that capitalize on the comparative advantage of different actors.

Fostering partnerships and integration can take place at all levels. On the local level, individual projects such as Midnimo-I can set a common basis by outlining the community's agreed investment priorities and empowering the local community and government to channel resources accordingly. On the national level, existing plans, strategies and platforms, which seek to foster coordinated action can be leveraged. Any effort to mainstream the application of Human Security and integrate best practices from Midnimo-I across the work of the UN for example, should closely consider the Collective Outcomes, the UNSF and the HRP.

A key change observed across Somalia in the last years, is the growing number of initiatives dedicated to Durable Solutions. The Regional Durable Solutions Secretariat (ReDSS) Solutions Analysis Update 2019, which presents a progress review and update on Durable Solutions programming for displacement-affected communities in Somalia, found that while in 2016 only two initiatives existed across the target cities of the study, by 2018, the number had tripled. Initiatives now covered multiple locations at once and were funded by a growing number of donors such as the European Union (EU), the UK Department for International Development (DFID) and the Danish International Development Agency (Danida).

For different initiatives to build on and complement each other, integrated programming is imperative. While the UN's Cluster Approach, government-led Pillar Working

Groups and online platforms such as ReliefWeb actively contribute to the sharing of information and findings from different programmes and projects, more can be done to move from sharing to creating integrated knowledge. ReDSS has been advocating for more effective coordination on data to better address the humanitarian-development-peace/ state building nexus, which can help to resolve issues of protracted displacement and support sustainable (re)integration.⁵⁵ The secretariat actively facilitates the exchange of research and evidence among a broad range of stakeholders to ensure shared learning that feeds into planning and implementation at programmatic and policy level.⁵⁶ Working together to carry out assessments, identify needs and conduct analyses, can inform joint strategic planning and resource mobilisation.

To join up efforts across Durable Solutions initiatives, ReDSS and its partners formulated seven principles for Durable Solutions programming. Drawing on the practical experiences and learnings from implementing Durable Solutions projects, the principles were revised by UN agencies, the Somalia UN Resident Coordinator and non-governmental organisations (NGOs), and officially endorsed and adopted by the Federal Government of Somalia.⁵⁷

The **seven principles for Durable Solutions** programming are as follows:⁵⁸

- **Government-led:** interventions support all tiers of government to play their key leadership and coordination role based on the National Development Plan and other relevant government frameworks.
- **Area-based:** interventions target displacement-affected communities (including IDPs, refugee-returnees and host populations) in a defined area and respond to the specific living conditions, risks

and opportunities of the local context to achieve coherence and greater impact through joint analysis, planning, coordination and referral pathways.

- **Collective and comprehensive:** interventions do not need to address all aspects of Durable Solutions but the process must be viewed as a collective action (rather than mandate driven) based on an inclusive, participatory and consensus-building approach.
- **Participatory and community based:** interventions enable displacement-affected communities (including IDPs, refugee-returnees and host communities) to actively participate in decision-making to define their own priorities and facilitate reconciliation and social cohesion through inclusive processes.
- **Rights and needs-based:** interventions are guided by the needs, rights, legitimate interests, resources and capacities of displacement-affected communities and enable displaced persons (IDPs and refugee-returnees) to fully enjoy all their economic, legal, socio-cultural and civil-political rights without any discrimination for reasons related to their displacement.
- **Sensitive to gender, age, disabilities and marginalisation:** interventions give special attention to the specific concerns and perspectives of women, youth, persons with disabilities and marginalised groups, and take into consideration identity dynamics and mechanisms of exclusion.
- **Sustainable:** interventions facilitate locally led solutions by the government, civil society, private sector and communities. They strengthen the government role through systematic strengthening of existing community and government structures, while being conflict sensitive in order to contribute to sustainable peacebuilding and development through long-term planning, funding and adaptive programming.

While the principles broadly reflect those of Human Security, lessons from Midnimo-I could be used for further refinement, including greater focus on solutions being prevention-oriented and building on an extensive root cause analysis. Effective Durable Solutions programming necessitates a grounded understanding of local realities that can best be achieved through a common framework for analysis, data collection and utilisation.

With its five principles, Human Security is well suited to provide this framework, thereby serving as a steppingstone

for the integration of work streams across the UN system, with its partners and with (local) governments. Combined with the seven principles defined by ReDSS, it can help leverage synergies, avoid duplication of efforts and ensure the different initiatives' continuity and contribution towards Durable Solutions.

Midnimo-I sets a precedence for joint Durable Solutions programming through the application of Human Security. Other joint programmes and projects follow comparable approaches, some of which complement and/or build directly on the work of Midnimo-I. The timeline provides a non-exhaustive overview of some of the relevant programmes and projects.

4.2 COMPLEMENTING GOVERNMENT EFFORTS

Human Security places the primary role and responsibility for ensuring the survival, livelihood and dignity of citizens on the government.⁵⁹ Only upon request, is the international community to support the government by strengthening its capacity to respond to current and emerging threats.⁶⁰ In alignment with this, Somalia's UNSF 2017-2020 encourages the use of country systems where possible and relevant. Defining the roles and responsibilities of concerned government actors and supporting partners, can help the set-up of a coherent framework and enabling environment for Durable Solutions initiatives.⁶¹

To this end, the Federal Government of Somalia has initiated the drafting of two main policy documents; the IDP policy and the National Durable Solutions Strategy. Although still in draft, the IDP policy can be said to reflect the principles of Human Security – albeit not doing so explicitly. Especially the section on Durable Solutions is said to be in line with Human Security; for example, it highlights the importance of “material safety” that encapsulates several dimensions of Human Security such as economic and food security. In addition to the policy, the National Durable Solutions Strategy will serve as a framework for partners to align their work to. While the UN will continue internal coordination in order to deliver as one, the strategy aims to enable the government to take the primary responsibility for streamlining Durable Solutions efforts.

Even with the National Durable Solutions Strategy still in draft, processes of developing and implementing Durable Solutions have been formally recognized in Somalia as a priority by all levels of government.⁶² According to a study conducted by ReDSS in the year 2017/18, twenty-four different federal and state-level policies and guidelines were developed to address Durable Solutions.⁶³

2013-

Joint Programme for Local Governance and Service Delivery (JPLG II)

Partners: ILO, UNCDF, UNDP, UN-Habitat, UNICEF

JPLG II brings multiple donors, namely Sweden, the European Commission, DFID, Norway and Denmark, and implementing partners together with the aim of strengthening local governance and enhancing decentralised services in all regions of Somalia. The work of JPLG draws on Midnimo-I by engaging the same local government institutions and further developing the policy and legal frameworks at the local level.

2016-2019

Daldhis (Build Your Country)

Partners: UNDP, JPLG, UNIDO

Daldhis is a project focused on establishing District Councils and building the federal, regional, district and community's capacity to consult, prioritise and respond to the needs of the different populations. It comprises an integrated approach to re-establishing the state-citizen link in Jubaland and the South West State of Somalia

2016-

UN Community Recovery and Extension of State Authority and Accountability (CRESTA/A)

Partners: Integrated Office of the Resident Coordinator/ Deputy Special Representative of the Secretary General

CRESTA/A links up community-led planning and reconciliation with the gradual (re)introduction of governance systems. The framework is being rolled out in Hirshabelle and Galmudug, where Midnimo-II will also be implemented. The UNSF 2017-2020 for Somalia also envisages greater integration between CRESTA/A and the JPLG.

2017-2019

EU RE-INTEG

Partners: UN-Habitat, UNHCR, UNDP, CESVI, SWDC, SIDO

The EU RE-INTEG Programme seeks to enhance Somalia's responsiveness to the management and reintegration of mixed migration flows. It is funded by the EU, who is working with NGO- and UN-led consortia to support the capacities of the Somalia government and local authorities to facilitate durable solutions through basic services and livelihoods.

2017-2019

Durable Solutions Initiative (DSI)

Partner: UNRCO

The multi-donor initiative operates in Somalia under the leadership of the Government of Somalia and the UN. It is funded by the EU, Danida, DFID, the UN PBF and the UNTFHS and cover all regions of Somalia.

2017-2020

Danida Durable Solutions Programme

Partners: DRC, DDG, WYG, ReDSS

The three-year programme is funded by Danida. It seeks to facilitate (re)integration of displacement-affected communities by ensuring physical, material and legal safety. It covers Gedo (Kismayo and Dollow Districts), Benadir (Mogadishu) and Bay (Baidoa) regions.

2018-2021

Dhulka Nabaada (Land Of Peace)

Partners: UNDP, UNHCR, IOM, UN-Habitat

The land reform project, which supports legal and judicial development and government administration, is funded by the UN PBF. Through high-level capacity building, policy development, state and community led initiatives the project hopes to address the pressing land issues across Somalia with a focus on integrating conflict resolution systems.

2018-2022

Danwadaag Durable Solutions Consortium

Partners: IOM, NRC, Concern, ReDSS, GREDO, Juba Foundation, SHADCO

The multiyear programme, which is funded by DFID, works across Benadir, South West State and Jubaland. It aims to enhance conditions for Durable Solutions for IDPs and returning refugees. In Baidoa and Kismayo it uses and builds on the CAPs developed under Midnimo-I.

2019-2020

Midnimo-II

Partners: IOM, UN-Habitat, UNDP

The second phase of Midnimo, funded by the UN PBF, will support Durable Solutions in areas impacted by displacement and returns in Galmudug and Hirshabelle States. IOM and UN-Habitat, together with their new implementing partner UNDP, will build on their partnerships and experiences from Midnimo-I to deliver activities in the areas of community empowerment and social cohesion, urban resilience, livelihood and employment, and gender and women's empowerment.



Photo 28: Women Outside Shops, Kismayo / NRC

However, there are noticeable disconnects between what the government authorities typically define as Durable Solutions, i.e. returns to the place of origin, compared to the priorities of the persons living in displacement, i.e. local integration.⁶⁴ This confirms the importance of open dialogue, coordination and, depending on needs, capacity development at all levels of government.

While the federal system gives Somalia the benefit of being able to innovate on state level and share best practices for upscaling, the work of the UN and its partners ought to prevent duplication of systems and efforts.⁶⁵ Bilateral relations with different levels of government or the creation of new units within government has been observed to risk causing redundancies.⁶⁶ Highest commitment should thus be made to the technical Pillar Working Groups established and led by the government under the Somalia Development and Reconstruction Facility (SDRF) with representation from the UN and NGOs.

The sub-group on Migration Displacement and Durable Solutions (MDDS), which falls under the Resilience Pillar Working Group, has been specifically set up to address issues on Durable Solutions. The MDDS serves as a coordination platform to share information and bring national and international partners, including NGOs, together in mobilising and allocating funding to facilitate Durable Solutions in accordance with the NDP.⁶⁷ It facilitates space for thematic discussion and knowledge sharing, which can support more streamlined efforts and policy development towards the achievement of Durable Solutions. Co-chaired by the UN and the Federal Government of Somalia, the sub-group also benefits from

the technical input from ReDSS, which informs its annual work plan and Durable Solutions planning in Somalia.⁶⁸ As research on Human Security has shown, such ways of working with the government during more stable times, while upholding sovereignty of the state, can build mutual trust that contributes to prevention and enables effective emergency response when necessary.⁶⁹

4.3 ANCHORING DURABLE SOLUTIONS LOCALLY

Peace and state building can greatly benefit from functioning relationships built on trust and responsiveness between communities and governments. One of the targets of the UNSF's first strategic priority is increased public trust in institutions, complemented by the delivery of gender-responsive services by the federal member states of Somalia. Human Security can help to fulfil these and other targets of the strategic framework by providing avenues for bottom-up empowerment and top-down protection. Both Human Security and Durable Solutions acknowledge that transferring skills and responsibilities to local communities and governments is integral to providing assistance and developing responses that reflect local realities. Midnimo-I employed a two-directional approach in the form of community-driven and government-led projects and activities, which enhanced the sustainability of the project activities.

Recognising the importance of delivering external assistance cognizant of the challenges and opportunities of different communities, Human Security emphasises

people-centred activities that contribute to the Whole-of-Society approach and 'leaving no one behind'.⁷⁰ Actively encouraging civil society participation in decision-making processes at every level of government, as aspired to in the UNSF, requires both development of the capacity of government authorities as well as empowerment of different groups of society. For this to happen coherently, governments, communities, the UN and its partners need to streamline community engagement by working on shared awareness of current capacities and leveraging the distinct added value of the various approaches deployed.⁷¹

Anchoring the facilitation of Durable Solutions in the affected communities and local governments is critical for their sustainability. Capacity building and learning-by-doing can help to ensure that some of the procedural as well as substantive knowledge gained by project beneficiaries and participants is localised. Inclusive planning processes and the creation of community bodies can lead to a sense of ownership and encourage long-term commitment. In support of this, the right conditions have to be created for sustainable local action. Interviews conducted with participants of Midnimo-I confirmed that the project strengthened technical capacities, however, many community bodies such as the CFTs, CAGs and Women's Groups cannot operate without support from donors or the government. As participants work on volunteer basis, they might forego daily salaries or incur additional costs, for example for transport or meeting spaces.⁷²

A lesson to be learned from this is that community empowerment must go beyond building technical capacity to enabling participants to find the necessary resources to continue to make use of their increased capacities. Funding and financial plans, whether linked to the public budget, donors or the private sector, can help to bridge the resource gap between short-term project funding and long-term sustainability. In the case of Midnimo-I, requests were made to line ministries for written commitment to maintain, operate and further implement community structures and projects.

Risks related to the sustainability of Durable Solutions can also be mitigated through prevention-oriented activities that consider root causes of displacement and insecurity. Human Security can be used as a lens through which to analyse these root causes and thereby serve as a constant reminder for reflection on any activities carried out. If the aim is for communities and governments to be the drivers of Durable Solutions, Human Security can become a working tool for them as much as it is for the UN and its partners. Increasing the understanding of Human Security may help communities and local governments to improve their analysis and response to displacement and conflict –

contributing to mutual trust and reliance.

The UNSF calls for 'solid government-citizen arrangements' in the areas of 'policy debate, service delivery, and political representation'. Government leadership in the delivery of Durable Solutions and other assistance programmes and projects, can foster the communities' trust in public institutions and authorities by confirming the government's ability to respond to local needs and demands. Empowering governments to take leadership can strengthen coordination of domestic and external assistance. As a lead agent in different programmes and projects, the government is able to centralise information and develop a comprehensive understanding of all ongoing and upcoming work. Enhanced horizontal coordination between districts and states, as well as vertical coordination between local and federal institutions can contribute to efficiency gains and eliminate duplication of efforts.

A lesson learned from Midnimo-I, is to reduce the visibility of the implementing partners and donors towards the beneficiaries and instead increase that of the government. If, as in the case of Midnimo-I, improved government-citizen relations are an aim, the role of the government in coordinating and facilitating external assistance and providing in-kind contributions, for example in the form of land allocations, can be stressed as imperative for the success of the project activities. Visibility and communication strategies should be sensitive to such expected aims of external assistance and, where possible, contribute to them.

4.4 FUNDING AND ADVOCATING FOR EVIDENCE-BASED DURABLE SOLUTIONS

Donor funding for the work of the UN can come in ad hoc, not always leaving time for partners to come together to develop a coherent approach. With the Federal Government of Somalia developing a National Durable Solutions Strategy to coordinate all related work, including assistance from the UN and its partners, the perfect point in time has come to advocate for evidence-based Durable Solutions. The UNSF 2017-2020 currently states that '[t]he UN will seek to mobilize small scale flexible funds, such as the Peacebuilding Fund and the Human Security Trust Fund, to coordinate complementary project activities in geographic and/or sequenced approaches as proof of concepts and as a basis for broader fundraising activities for innovative and catalytic programmatic approaches'. In regard to the humanitarian-development nexus, the framework advocates for multi-year investments, combination of funding sources and evidence-based programming.

Although some donors are highly receptive to funding long-term preventive measures, a lot of work is still to be done to create a growing awareness about the importance of Durable Solutions. Human Security can offer an entry angle from which to advocate for Durable Solutions funding. The application of Human Security calls for integrated action to address the multidimensional causes and consequences of displacement and other complex challenges. It aims to ensure 'lasting responses to the most difficult deficits in peace and development.'⁷³ To prove this concept and contribute to evidence-based programming that can attract funding, the UN and its partners could improve how experiences and lessons are being documented.

While it is common to monitor programme and project accomplishments through an external evaluation, more nuanced findings can be achieved by systemically integrating qualitative and quantitative data collection into the programme structures. Documenting location-specific practices, experiences and lessons can contribute to evidence-based improvement of activities and justify the allocation of funding for upscaling and replication. CBM&Es, which were established as part of Midnimo-I, were a first attempt to train and raise awareness among communities about the importance of documenting.

The federal government is currently in the process of initiating the development of a framework to track the progress of Durable Solutions across Somalia. Although still in the early phases of conceptualisation, the framework could soon help partners to align their monitoring and evaluation to contribute to a more comprehensive understanding of the effectiveness of different Durable Solutions initiatives. Common standards for collective monitoring and planning based on shared data and information, could provide a better basis for policy and programming purposes.⁷⁴ Furthermore, the framework might reinforce accountability and thereby help to attract more funding for Durable Solutions. Documented experiences and tools such as LORI (section 3.5), can help to advocate for funding and, most importantly, for the right type of funding for Durable Solutions. One of the reasons for which Midnimo-I was deemed so successful by project beneficiaries and participants, was the way in which funding was allocated. The flexibility of discretionary funding allowed Midnimo-I to adjust to local contexts, needs and ideas.

In Kismayo for example, starting to use a building originally designed as a community centre, led local women to request for financial support to set up a sowing shop within the centre. Being able to respond to such initiatives ensures that funding can be allocated to worthwhile activities that are locally owned and

led. Multi-year flexible funding supports such adaptive programming, allowing for responsiveness to shifting contextual realities. By providing time, space and resources for an extended inception period, multi-year funding also creates opportunities for operational actors to engage in a comprehensive analysis of the local context. Such studies are, for example, necessary for area-based approaches and allow for projects to be tailored to local realities by capitalising on existing capacities and mitigating context-specific risks.⁷⁵

With the right evidence that shows how Durable Solutions respond to local realities, as emphasised by Human Security, a more comprehensive set of stakeholders could be attracted to invest in Durable Solutions. Somalia's NDP-9 for example advocates for the strategic engagement of Somali civil society, the diaspora and the private sector. Their contributions have been reported to range from the provision of funding to the transfer of skills and technical knowhow, all of which could benefit the facilitation of Durable Solutions.⁷⁶ Lessons can be learned from OCHA who actively coordinates investments with the diaspora by sharing information on where investment through remittances are most needed. The humanitarian clusters are also working with Amal Bank and other financial institutions to record the volume of remittances and help communities leverage them better.

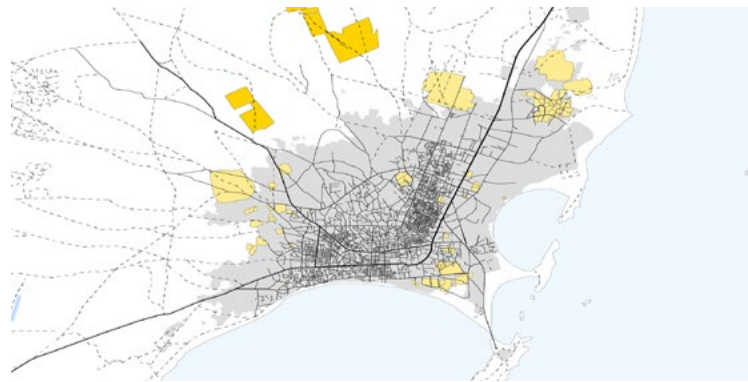
The added value of working with civil society and the private sector, is that they are often able to deliver support more rapidly than institutional actors. Human Security seeks to leverage this through the Human Security Business Partnership (HSBP) Framework.⁷⁷ HSBP encourages new partnerships between actors from the UN system, governments, private sector firms and civil society at the local level in order to foster a virtuous cycle of people, profits, prosperity and peace. The framework seeks to provide a concrete methodology to draw together expertise from a wide range of actors in order to capitalise on their comparative advantages and define collective action to achieve shared interests. It encourages participatory process to examine root causes of current and emerging challenges, risks and vulnerabilities of different stakeholders, and could thereby contribute to the facilitation of Durable Solutions. Crucially, operational partners must have the skills to analysing the diverse interests and motivations of private sector partners to leverage them while manage potential risks, for example of exploitation or conflicts of interest.⁷⁸



Photo 29: Tayo Primary School, Kismayo / IOM

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