



The Federal Government of Somalia

Submission to the UN Secretary Generals' High-Level Panel on Internal Displacement

21st July 2020

1. Introduction

1.1. Context Analysis

Internal displacement in Somalia remains one of the most complex and long-standing humanitarian and development challenges in the world. Structural vulnerabilities, such as high levels of poverty, cycles of floods and droughts, resources scarcity and weak and under resourced governing institutions have prolonged the national crisis and hindered efforts towards finding sustainable durable solutions for displacement affected communities¹. Cycles of conflict, drought & floods have fragmented society, damaged people's livelihoods, and caused deep-seated vulnerability. The number of internally displaced persons (IDPs) in Somalia remains high with an estimated 2.6 million individuals living in displacement². In many cases, the displacement is protracted and mostly affects rapidly growing urban centres. At the same time, in 2020 the world has been gripped by the rapid onset of the coronavirus disease (COVID-19). This pandemic is not only a medical and health emergency but an economic and social crisis that is further impacting the lives and livelihoods of the most vulnerable that already face acute hardship from climatic shocks, armed conflict, and protracted displacement. The Federal Government of Somalia (FGS) has taken strict measures to combat the virus through suspension of local and international flights, restriction on public gatherings, allocation of funding for combating the virus, massive awareness and testing campaigns, establishment of a National Call Centre, allocation of ambulances, distributions of Personal Protective Equipment (PPEs), rehabilitation and equipping medical facilities and establishing testing labs in the country.

While key challenges still exist, it is important to note that Somalia has faced a huge transition over the past few years. The process of developing and implementing durable solutions has been prioritised by all levels of government³. Somalia fully recognises that durable solutions cannot be achieved in isolation, and internally displaced persons (IDPs) and returnees are included in national and local development plans and investments. There have also been some important steps made towards developing a significant coordination architecture at all levels of government. Prior to this, the only coordination mechanisms that existed were those of the humanitarian architecture. Among the existing coordination mechanisms are the Somali Development and Reconstruction Facility (SDRF) which coordinates and aligns external assistance to Somalia and the national Roadmaps and pillars for implementing the Somalia National Development Plan (NDP). Somalia is applying a whole-of-

¹ National Durable Solutions Secretariat, 2020. Post Flood Solutions Assessment, Beledweyne, Hirshabelle

² OCHA (2020). Somalia Humanitarian Response Plan. Retrieved from https://reliefweb.int/sites/reliefweb.int/files/resources/Somalia_2019_HRP_FIN_260520.pdf

³ Regional Durable Solutions Secretariat (2019). Solutions analysis update. Retrieved from <https://regionaldss.org/wp-content/uploads/2019/10/FINAL-SA.pdf>

government approach through the newly formed Durable Solutions Secretariat at the national level as well as similar structures at the state and municipal levels.

Somalia has also adopted an impressive array of new policies, including the National Policy on Refugee-returnees and IDPs, the Interim Protocol on Distribution of Land to IDPs, the National Evictions Guidelines, Disaster Management Policy, the Recovery and Resilience Framework and a Social Protection Policy - to name a few – and has recently ratified the Kampala Convention. Although there are a lot of positive practises emerging and strong advances on building the architecture and cross-government approaches to sustain durable solutions, there remains key challenges that exist and need to be addressed.

The Federal Government of Somalia, with the 4th largest IDP population in the world, therefore, welcomes the establishment of the High-Level Panel on Internal Displacement (“the panel”) by the UN Secretary General. In response to the call for submissions by the Panel, the Federal Government of Somalia (FGS) is delighted to provide its input which it hopes will feed into the Panel’s work and at the same wishes to express its concerns and disappointment at the lack of representation on the IDP High-level Panel.

Key Recommendations

Building on its specific experiences, Somalia recommends to the Panel the following issues for prioritized examination:

Need for sustainable and flexible financing for solutions for displacement affected communities in Somalia: The search for durable solutions for IDPs and returnees involves a long-term process. Meanwhile, humanitarian needs are acute. The Panel will need to critically examine and map out opportunities that exist to expand innovative financing models of interventions aimed at resolving internal displacement. These can include new funding modalities involving fostering partnerships between private sectors, traditional donors and aid agencies. Furthermore, a more targeted approach to leveraging private sector investments should also be explored. Good practices, such as go-and-see visits and cross border programming, require sufficient donor support.

Sustain momentum towards the implementation of Somalia’s poverty reduction strategy and macro-economic reforms: With support from the international community and sustained commitment to economic reform, Somalia has made significant progress towards rebuilding and stabilizing its economy. Chief among these, has been the announcement that Somalia has taken the necessary steps to begin receiving debt relief under the enhanced Heavily Indebted Poor Countries (HIPC) Initiative⁴. This is the first of two milestones necessary for debt relief. To reach the HIPC ‘completion point’ when most of the country’s debt will be effectively pardoned, Somalia will have to establish a track record of good performance under the International Monetary Fund (IMF) programme and implement key structural reforms along with a Poverty Reduction Strategy for at least one year. Key donors such as the European Union have already announced that they will provide additional financial resources to aid Somalia reach its completion point particularly by covering the funding gaps to clear arrears held by the IMF and the African Development Bank⁵.

⁴ IMF (March 2020). Key Questions on Somalia. Retrieved from <https://www.imf.org/en/Countries/SOM/key-questions-on-somalia>

⁵ EU supports Somalia in reaching a historic milestone towards debt relief. Retrieved from https://ec.europa.eu/international-partnerships/news/eu-supports-somalia-reaching-historic-milestone-towards-debt-relief_en

Similar commitments and stronger involvement by donors are crucial to ensuring that Somalia can reach the second milestone in this process and build greater economic resilience, promote higher and more inclusive growth, and reduce poverty. Some key initiatives that can be taken to link durable solutions to poverty reduction include: anchoring internally displaced populations in annual the IMF progress reports on the implementation of poverty reduction strategies; advocating for the inclusion of urban IDPs as part of targeted population in the national Social Protection Programmes; including the pilot Social Safety Net programme and using the National Durable Solutions Strategy as a guiding document for the reduction of poverty associated with internal displacement.

Strengthen efforts to find sustainable solutions for improved access to land and housing, in protracted displacement situations: Insecurity of land tenure constitutes a significant challenge in Somalia. Forced evictions due to land tenure insecurity are a common feature of urban life and perpetuate cycles of displacement. Multiple studies and evaluations conducted show that the lack of access to improved housing constitutes a major barrier to development and resilience across multiple dimensions. This underscores the need for a coherent and systematic approach to support the implementation of laws, frameworks, and policies to assure both secure property rights and to identify sustainable housing planning and policy solutions for IDPs and host communities alike.

Strengthen displacement data systems in Somalia to better address the humanitarian-peace-development nexus Data is a powerful tool to both recognise and understand displacement trends and their implication on planning and programming.

Creation of Social Development Models (SDM): Support to district council formation and district level support to capacity in other areas of Somalia in order to accelerate the creation of SDMs in locations affected by displacement in Somalia. Community Action Plans (CAPs) to be used as a rallying point and foundation for reconciliation efforts, particularly in sectors that are important for displaced persons such as restoration of Housing Land and Property rights, transitional justice, protection violations such as SGBV and inclusive governance.

Donors to invest in trainings that equip security forces and police in particular to understand key protection issues very well. These trainings should be done in conjunction with training on referral mechanisms to justice and health professionals and to integrate more meaningfully protection and security analyses at the heart of the work on durable solutions offering, wherever possible, support to strengthen accountability between the security sector and populations affected by displacement, with a particular focus on gender.

Strengthen the use of country systems: Donors to support on budget contributions and use of country systems as part of their country level engagement and ensure that government programmes funded through the Treasury, earmark funding for support and prevention of internal displacement, with particular attention given to regional redistribution in areas particularly affected by displacement.

2. Best Practices on Solutions

2.1. Government Coordination

The Durable Solutions Unit, a national entity that covers the whole of Somalia, was established in November 2018 under the Ministry of Planning, Investment and Economic Development to strengthen government leadership in addressing displacements, coordinating and facilitating durable solutions and enhancing strategic prioritization of key durable solutions interventions in the national development plan and the Social Development Road Maps and other relevant frameworks.

In order to attain a whole-of-government approach with collective outcomes, the Durable Solutions Unit of the Ministry of Planning in coordination with relevant line ministries and Office of the Prime Minister (OPM) established in October 2019 the National Durable Solutions Secretariat bringing together 14 government institutions that provide technical expertise and high level strategic guidance and oversight to ensure that Durable Solutions initiatives are prioritized and implemented in Somalia across levels and are in line with the National Development Plan and National Social Development Road Map and other relevant government frameworks and policies.

Durable Solutions Secretariat Members:

- Office of the Prime Minister
- Ministry of Interior, Federal Affairs and Reconciliation
- The National Commission for Refugee & IDPS
- Ministry of Humanitarian Affairs and Disaster Management
- Ministry of Planning, Investment and Economic Development
- Ministry of Labor and Social Affairs
- Ministry of Public Works, Reconstruction and Housing
- Ministry of Women and Human Rights
- Ministry of Agriculture and Irrigation
- Ministry of Energy and Water Resources
- Ministry of Fishery and Marine Resources
- Ministry of Foreign Affairs
- Directorate for Environment and Climate Change - Office of the Prime Minister
- Immigration

2.2. Enabling Policy Environment

In accordance with the Guiding Principles on Internal Displacement, national authorities “have the primary duty and responsibility to provide protection and humanitarian assistance to internally displaced persons with their jurisdiction (principle 3(1)). Likewise, Kampala Convention obliges “to incorporate their obligations under this Convention into domestic law by enacting or amending relevant legislation on the protection of, and assistance to, Internally Displaced Persons and to adopt other measures as appropriate, including strategies and policies on internal displacement at national and aligned local levels.

To discharge its legal obligation, the Government of Somalia made a commitment to adopt a national policy and administrative regulations addressing internal displacement. In November 2019, The Council of Ministers of the Federal Government of Somalia recently passed three crucial policy and regulatory frameworks, namely the National Policy on Refugee-returnees and IDPs, National Eviction Guidelines and Interim Protocol on Land Distribution for Eligible Refugee-returnees and IDPs. The adopted policy and administrative regulations are rooted in a rights-based approach to dealing with displacement and underscores the government’s determination to find durable solutions. These policy and regulatory frameworks address the current displacement situation in Somalia. Since these

documents are adopted by the Council of Ministers, they commit relevant government institutions to its implementation.

On 26th November 2019, Somali President Mohamed Abdullahi Mohamed, signed the Kampala Convention, after being passed with a near-unanimous vote by parliament. Somalia is the 30th African Union Member State to ratify the convention since 2009. Somalia officially deposited on March 6th, 2020, the Instruments of Ratification of the African Union Convention for the Protection of Internally Displaced Persons “the Kampala Convention” to the African Union Commission in Addis-Ababa (Ethiopia), according to the African Union standard procedures. **The ratification of the Kampala Convention has been an enormous accomplishment for Somalia, but this is not the end of the process.** The Government has now taken up the challenge to turn these provisions into legislation and into tangible improvements in the rights and wellbeing of IDPs across Somalia.

Additional policy tools that create an enabling environment for durable solutions and the Government work on internal displacement are the National Development Plan (NDP9 2020 - 2024), the Social Protection Policy, the Disaster Management Policy and the Resilience and Recovery Framework among others.

2.3. Inclusion of Displacement Affected Communities

Somalia aims to address the root causes of poverty and improve the impacts of poverty experienced by households and individuals. In the coming 5 years as indicated in the National Development Plan (NDP9) 2020 – 2024 which will service as a roadmap for the Federal Government of Somalia’s for interventions and investments. The poverty strategy for NDP-9 is organized in four pillars where interventions will be focused: Inclusive and Accountable Politics; Improved Security and the Rule of Law; Inclusive Economic Growth (including increased employment) and Improved Social Development.

Prioritising durable solutions to long term displacement is integrated into each pillar representing an important strategy for both targeting and prioritizing interventions focusing on security, justice, employment, improving security of land tenure, provision of basic services including urban and municipal planning, vocational training, microfinancing and support to resettlement as the security and economic conditions of rural parts of the country improve⁶.

The Government is developing and will soon publish a National Durable Solutions Strategy and Action Plan for Somalia outlining strategic priorities in line with the NDP9 and a complete range of support and interventions required for displaced persons. The strategy will provide a platform for using a collective approach with humanitarian, development and peace-building nexus. Working beyond institutional boundaries and make use of comparative advantages, the Strategy will help with the harmonisation and alignment of processes to ensure sustainable solutions for Displacement Affected Communities (DACs) including IDPs, returnees and refugees in Somalia.

Early priorities identified in the NDP9 which include establishment of a government coordination body, which was put in place in October 2019, finalizing the development of the National Durable Solutions Strategy which is ongoing, and a planned registration programme for IDPs to establish an endorsed baseline.

⁶ The Federal Government of Somalia, 2019, Somalia National Development Plan 2020 - 2024
<http://mop.gov.so/wp-content/uploads/2019/12/NDP-9-2020-2024.pdf>

The consultations on the NDP9 have also opened the way for increased participatory exercises such as the women consultations for the Women’s Charter which has heavily drawn on feedback from nomadic and IDP women, led by the Ministry of Women Human Rights and Gender, and more recently the Post-flood Impact and Needs Assessment (cf. section 2.6) conducted by the Durable Solutions Secretariat in Beledweyne (Hiiraan).

2.4. Displacement Data

Data is a powerful tool to both recognise and understand displacement trends and their implication on planning and programming. In Somalia, there has been progress made by Somalia authorities with the support of operational partners to incorporate displacement-related indicators in national strategies to inform planning. The National Development Plan (NDP9) has included IASC framework criteria and indicators to mainstream durable solutions across its pillars and also in the pledges presented for the Global Refugee Forum (GRF). In addition, Somalia recently launched in April 2020 the first ever Somali Health and Demographic Survey 2020 ⁷ that provides analysis on demographic and household characteristics on health, education, employment, water and sanitation. The survey findings will enable the Somalia authorities to monitor their respective sectors in the NDP9 including better targeting and planning for the most vulnerable populations within the society.

Despite this progress, there are still significant challenges on quality of data, multi-dimensional analysis⁸ and consensus among actors on how to monitor and measure progress on durable solutions processes to inform durable solutions programming and targeted policy interventions. In particular, different actors still use different tools. (Re)integration is a highly difficult concept to measure, given it is contextual, includes multiple dimensions such as economic, social and psychological elements and is partly based on subjective perceptions of different groups such as returnees, IDPs and hosts. For indicators to be useful they need to look at both pathways and thresholds towards (re)integration.

There are currently a number of initiatives in Somalia being piloted that could provide useful learning. The World Bank is looking at how to better measure changes as part of its broader [Somalia High Frequency survey](#). Despite these efforts, programme level conversations around measurement and indicators still need to be linked up to the NDP9 and development of the National Durable Solutions Strategy. Similarly, it would be useful for (re)integration progress to be monitored and measured across regional plans at the Federal Member States at district/municipality levels.

Effective coordination around data is just as important as coordination on humanitarian and development programming.⁹ On strengthening government leadership on data coordination, the Somalia authorities have taken progressive steps towards enhancing their capacity to have a national data system that can support the collection and analysis of displacement-related data. The government with the support of IGAD and the World Bank is looking to develop a national database that would be fit-for purpose to provide analyses on displacement to inform programming and planning. The Directorate of National Statistics has also been recently elevated to a National Statistics Bureau (SNSB) following the [Signing of the Statistics Bill](#) in February 2020.

⁷ The Federal Government of Somalia, 2020, Somali Health and Demographic Survey 2020 [Somali Health and Demographic Survey of 2020](#)

⁸ <http://documents.worldbank.org/curated/en/761091557465113541/Volume-A-Executive-Summary>

⁹ <https://regionaldss.org/wp-content/uploads/2019/10/FINAL-SA.pdf>

Somalia Aid Information Management System (AIMS) is an online portal [Aid Information Management System](#) that enables partners to share data on development and humanitarian aid flows for Somalia. Its aim is to help make aid more effective by increasing transparency, accountability and coordination. As a publicly accessible online platform the AIMS provides a tool for increased transparency of aid flows for Somalia. Any updates to the data are available to the public in real time. AIMS data will help improve accountability, coordination, evidence-based planning, monitoring and evaluation, and aid effectiveness.

Key Recommendations

- **Displacement data systems in Somalia need to better address the humanitarian-development-peace nexus** to help prevent and resolve protracted displacement situations, find durable solutions and support sustainable (re)integration.
- **It remains critical for humanitarian and development partners to come together to discuss and work on common standards to measure and monitor progress towards sustainable (re)integration.** This should be done both at the programmatic level, with the Federal government and across Federal Member States and district/municipality levels, including links to wider discussions around the poverty agenda and the Sustainable Development Goals (SDGs).

2.5. Housing, Land and Property

Housing, land and property (HLP) and the associated rights violations are a challenge to achieving durable solutions in Somalia. Multiple studies and analyses have demonstrated that restoration of HLP rights in fragile contexts such as Somalia is key for sustainable (re)integration. In Somalia however, insecurity of land tenure persists, as there are poor land administration and governance structures and limited capacity of institutions to protect and uphold land rights. In urban centres, forcible evictions and land acquisition have contributed to displacement, particularly in urban areas, where land values have risen, and where IDPs often have insecure land tenure and lack access to affordable housing. The lack of affordable housing options in Somalia has thus compelled the majority of IDPs to primarily live in undeveloped settlements that are established either on public or private land with unclear tenure arrangements. Land tenure agreements are often negotiated between landowners and gatekeepers who commonly control access to humanitarian aid in IDP settlements, making it difficult for IDPs to get access to aid in an undistorted fashion.

Additionally, those affected by forced evictions usually do not receive prior notice, their homes are destroyed, and they are left on their own to find a new place to live. To address this problem, the Federal government adopted the National Evictions Guidelines to ensure that any evictions are carried out in a planned and legal way that protects rights, including by providing alternative land for resettlement and other options. While this is a positive step, the government must implement its new policies in a practical way to provide concrete improvements in the lives of IDPs and facilitate opportunities for local integration.

Working on displacement issues with a longer-term perspective necessitates a gradual shift in focus away from purely humanitarian shelter solutions towards more sustainable housing solutions. In Somalia, humanitarian and development partners are increasingly working to enhance government capacity at both policy and programme levels, with support to the establishment of eviction monitoring units and capacity building for key stakeholders on HLP issues. While these examples provide good models for locally led area-based planning in support of durable solutions, more efforts are still needed to significantly scale up the impact for displacement affected communities.

Case study: Creating Opportunities for Integrated Settlement Planning in Baidoa

Baidoa Municipality in South West State has assigned 15 square kilometres of public land for resettlement of IDPs, returnees and hosts to the North and the South of the city. Both humanitarian and development partners are supporting the development of the new sites with police posts, solar streetlights, drainage and demarcation of plots and the rehabilitation of roads. Key discussions between the municipality and private sector partners are underway on supporting the development of a new connecting market which would allow business opportunities and employment opportunities for both displaced and host communities in the area.

2.6. Early Solutions Efforts on Flood Prevention

There is a need to re-think solutions to displacement in today's multifaceted crisis. Rather than just addressing the humanitarian consequences of protracted displacement increased attention should be paid to understanding and resolving the root causes of displacement through an integrated sustainable development approach that prevents or at the least minimizes the impact of displacement. Immediate actions for stabilizing the displacement case load needs to be prioritized to ensure that governments are not only firefighting emergencies but also putting in place prevention mechanisms.

Over the last 30 years in Somalia, recurrent droughts and floods have become more intense, frequent and unpredictable, linked to climate change. In October 2019, floods devastated and displaced many communities, affecting over half a million - or 574,000 people. Beledweyne district was the worst affected with 231,000 people displaced and the town virtually submerged under floodwaters. In addition, the flooding caused significant damage to infrastructure, property, crops, livestock, and delayed planting, including increased risk of malnutrition and water/ mosquito-borne diseases as the water slowly recedes. This situation is compounded by existing humanitarian needs in an already fragile country.¹⁰

The Durable Solutions Secretariat of the Federal Government of Somali conducted a multi-sectoral Post-flood Impact and Needs Assessment in Beledweyne district, Hiiraan region of the Hirshabelle State of Somalia in March 2020 to identify root causes of flood displacements and provide early and long-term sustainable solutions that includes devising river water management, sustainable environment and economic development recommendations. ¹¹ [Post Flood Solutions Assessment Beledweyne](#)

As a result of this initiative, Hirshabelle authorities and the local community are now stepping forward to implement the solutions identified starting with the rehabilitation of critical water canal infrastructures. This initiative has resulted in the government taking up responsibility to invest in long-term flood prevention solutions.

¹⁰ Office for Coordination of Humanitarian Affairs (OCHA), 2019, Somalia's Deadly Drought-Flood Cycle

¹¹ Durable Solutions Secretariat, Federal Government of Somalia, March 2020, Post Floods Solutions Assessment - Beledweyne Somalia [Post Flood Solutions Assessment Beledweyne](#)

2.7. Social Development Models for Service Delivery

Local District Councils, supported by the Ministry of Interior Reconciliation and Federal Affairs and its partners, have advanced in Somalia the discussion regarding sustainable service delivery in municipalities.¹² Local governments in Somaliland and Puntland, supported by the State Ministries of Interior and other key line ministries have successfully delivered key social services by implementing the Social Development Models (SDM).¹³ These are co-funding intergovernmental fiscal transfers in the form of grants regulated by agreements between the State Ministries, the Local Governments and Joint Programme on Local Governance (JPLG). Based on the provisions of the Local Government Laws in Somaliland (Law n.23) and Puntland (Law n.7) key local government devolved functions receive support, namely: rehabilitation or extension of health, education and WASH facilities, payment of salaries for cleaners and guards in those facilities, payment of utility bills, top-up of teachers' salaries (in Somaliland), public-private partnerships for water, community mobilisation, sensitisation, advocacy, planning and monitoring etc.

Usually, salaries for health personnel are not included in the SDM support, as these are not part of the devolved functions. However, two out of four districts in Somaliland which operate the SDM have begun paying teacher salaries from revenues collected locally by the Local District Council. A Memorandum of Understanding between the supporting partners, the Ministry of Interior, Line Ministries and SDM Local Governments clarify roles and responsibilities of the parties, and create an accountability system around the transfers, including contributions from local and state level budgets. The cycle fund transfer-implementation-reporting on implementation is four months.

Education Decentralized Service Delivery :Co-funding Sources									
NO	Description	2014	2015	2016	2017	2018	2019	2020 Total	
1	Burao	\$ 25,000.0	\$ 29,992.0	\$ 40,000.0	\$ 40,000.0	\$ 40,000.0	\$ 26,150.0	\$ 100,000.0	\$ 301,142.0
2	Borama	\$ 25,000.0	\$ 28,000.0	\$ 30,000.0	\$ 30,000.0	\$ 40,000.0	\$ 22,550.0	\$ 110,000.0	\$ 285,550.0
3	Berbera	\$ 40,000.0	\$ 40,932.0	\$ 177,156.0	\$ 155,790.0	\$ 260,000.0	\$ 158,590.0	\$ 458,698.0	\$ 1,291,166.0
4	Gabiley				\$ 70,000.0	\$ 120,000.0	\$ 65,763.0	\$ 220,000.0	\$ 475,763.0
5	Hargeisa					\$ 173,000.0	\$ 70,000.0	\$ 506,051.1	\$ 749,051.1
6	Zeila						\$ 84,976.0	\$ 84,976.0	\$ 84,976.0
7	MOES	\$ 51,208.0	\$ 61,152.0	\$ 61,152.0	\$ 71,190.0	\$ 237,622.0	\$ 89,010.0	\$ 358,036.0	\$ 929,370.0
8	JPLG	\$ 180,000.0	\$ 180,000.0	\$ 270,000.0	\$ 330,000.0	\$ 330,000.0	\$ 211,000.0	\$ 320,000.0	\$ 1,821,000.0
G. Total		\$ 321,208.0	\$ 340,076.0	\$ 578,308.0	\$ 696,980.0	\$ 1,200,622.0	\$ 643,063.0	\$ 2,157,761.1	\$ 5,938,018.1

Sources	Total Amount	Percentage
District	\$ 3,187,648	53.68%
MOE&S	\$ 929,370	15.65%
JPLG	\$ 1,821,000	30.67%

The SDMs could be swift mechanisms to increase community resilience as well as disaster preparedness and prevention of displacement at local level. Especially in relation to climate and natural-disaster-induced displacement, these funds could be instrumental in preventing primary and

¹² Several partners support the Local Governance agenda in Somalia. For this particular example we will refer to the UNICEF support to Social Development Models in the framework of the Joint Programme on Local Governance and Decentralized Service Delivery (JPLG)

¹³ The support began with the Joint Programme on Local Governance and Decentralised Service Delivery, and overtime State ministries have increased contributions through their own revenues.

secondary displacement, as well as in the response and assistance to affected groups when disasters strike.¹⁴

Key Recommendations

- **Creation of Social Development Models:** The Government and its partners to support district council formation and district level support to capacity in other areas of Somalia in order to accelerate the creation of SDMs in locations affected by displacement in Somalia.
- Donors and panel members to consider these modalities of financing accompanied by adequate systems for transparency accountability and funds management.
- Partners currently involved in SDMs to link them effectively to processes of participatory district budgeting and increase local funding for devolved social service functions.

2.8. Peace Building and Reconciliation linked to Security

National Reconciliation consultations recognise internal displacement as one of largest-scale and most tangible consequences of conflict in Somalia.¹⁵ Displaced persons residing in camps are physically separated from mainstream society and unaddressed displacement can potentially thwart prospects of social reconciliation.

Peacebuilding approaches to durable solutions were largely modelled on the provisions of the Wadajir Framework on local governance and community engagement.¹⁶ From a strategic standpoint, linkages between conflict, security and displacement emerged since 2016/2017.¹⁷ At the same time, a set of interventions were designed specifically to support direct engagement of district and state authorities in the IDP settlements.¹⁸ The underlying assumption of these initiatives argued that if local governments were capacitated to deliver services in settlements, creating a link of accountability with displaced persons and improving social cohesion between displaced and host communities, then state legitimacy would be strengthened as displaced persons would feel less marginalised.¹⁹

Exercises like government-led community action plans involving both displaced populations and host communities have received favourable review and have been integrated in processes of district planning in the States of Jubbaland, South West, Galmudug and Hirshabelle. These approaches have created a level playing field for some of the most vulnerable and marginalised groups to participate in public affairs and to influence development planning in their localities.

¹⁴ As part of Somaliland COVID-19 Emergency Response, the government requested JPLG to leverage the SDM to channel financial support to address key health, hygiene and community awareness needs directly through local governments systems. The signing of the COVID-19 SDM agreement is expected to take place on June 23rd, 2020.

¹⁵ Ministry of Interior, Federal Affairs and Reconciliation, Draft National Reconciliation Framework, March 2019.

¹⁶ National Development Plan 2017-19: "The Wadajir Framework is built on the notion that each government function should be performed by the lowest level of government that is capable of performing that function effectively, while maintaining sufficient coherence within the state and society structures.", p.

¹⁷ Ken Menkhaus, Dadaab Returnee Conflict Assessment, August 2017 Danish Demining Group. This was used as conflict analysis for the Durable Solutions Programme implemented by DRC

¹⁸ Project like Midnimo 1 and 2 and Danwadaag incorporate these elements in their theories of change.

¹⁹ These considerations can be observed in the Theory of Change of Midnimo, Midnimo II and Danwadaag.

Key Recommendations

- For the Government to use the Community Action Plans (CAPs) as a rallying point and foundation for reconciliation efforts, particularly in sectors that are important for displaced persons such as restoration of Housing Land and Property rights, transitional justice, protection violations such as SGBV and inclusive governance.
- For the High-Level Panel and the Government: As a means to consolidate gains on social reconciliation, include the participation of IDPs in public and political processes.
- For the durable solutions community of practice to include systematically a localized do no harm and a conflict analysis in their interventions as a means to effectively uphold protection principles, as well as an analysis of how their intervention can contribute its part to social cohesion and reconciliation.
- For the international community: to adopt flexible instruments as a major by-product of addressing conflict in displacement, which in turns feeds fragility and peacebuilding efforts. Peacebuilding interventions targeting groups affected by displacement should grow in number and consider the regional and cross-border ramifications of displacement on the Horn of Africa.

3. Structural Challenges

3.1. Financing

With the exception of some forms of crowdfunding and household level remittance support, financing of durable solutions in Somalia entirely occurs through donor programmes. Drawing extensively on humanitarian assistance, interventions targeting displaced persons have tended to be short term, implemented by non-state actors, and ill equipped to resolve structural problems that prevent internally displaced persons from achieving durable solutions. In 2016, the Government recognised that much needed life-saving interventions were building blocks to resolve displacement and that these needed to be integrated by governance, infrastructure, social protection, security and stabilisation, employment and economic development initiatives.

Four years later, the financing instruments for solutions and the main contributors remain unchanged. Interventions continue to remain short term. A rapid analysis of the [Aid Information Management System](#) reveals that the average duration of projects marked as “relevant” or “targeted” for durable solutions is 2.4 years.²⁰

What has changed is the practice around durable solutions programme design and implementation. Today there are a number of multi-year, multi-sectoral programmes that straddle the humanitarian-development-peace nexus that have advanced durable solutions agenda in Somalia²¹. Broader coalitions with actors that include governance, resilience, infrastructure and peacebuilding have emerged, often opting to work in joint modalities. Governance bodies of durable solutions programmes include almost always government authorities. Partnerships with the private sector have emerged, but few actors engage in the displacement sector as part of their Corporate Social Responsibility programmes. At microlevel, supporting displacement-affected groups to start their own business, particularly in the service sector, has been an avenue to stimulate economic resilience of

²⁰ 710 projects were screened covering the time-range 2017 to 2029.

²¹ Examples of this include: the EU funded RE-INTEG programme; DFID funded Danwadaag consortium and Danida funded Durable Solutions Programme (DSP – Xalka Wara)

displaced groups, and market driven provision of services for local integration. These initiatives remain small-scale.

Measures that could support a government led financing for durable solutions will largely depend on the ongoing reform of the Somali institutions that regulate revenue generation and taxation, public financial management, access to concessional financing, and creation of a conducive environment to reduce the investment risk in the country. Increasing the capacity of the government to better manage assets and land in particular could also be an avenue to finance durable solutions and simultaneously deal with the negative externalities of land speculation.

Key Recommendations

- Waiting for macroeconomic adjustments to de-risk investment in Somalia, donors should consider long term engagement on durable solutions interventions and continue to support multi-year durable solutions programmes
- In the framework of rebuilding a harmonised taxation system, support should be given to local district council formation as a key element to strengthen property taxation and municipal finance revenues necessary for the provision of local service delivery.
- Continue to support private sector engagement with a view to better regulate its provision of services, their revenue generation potential and their corporate responsibility engagement for displacement affected groups.

3.2. Accountability to Displacement Affected Communities (DACs)

There has been progress to strengthen accountability to displacement-affected communities through **use of digital platforms** by connecting citizens and displaced people with decision makers and other authorities through media dialogue and public opinion gathering. An example of this has been the [Common Social Accountability Platform](#) that is built on an interactive methodology, which allows citizens to input their opinions on various thematic issues by SMS or text messaging. The platform cuts across sectors, programmes and mandates with the aim to build sustainable spaces for discussion, through which participants can directly impact decision-making that affects their lives. A pilot of this platform has been undertaken in Mogadishu with the lead of the Benadir Regional Administration and has since been extended to Baidoa and Bossaso.

As highlighted above, there are some promising practices on accountability that Somalia authorities and partners are implementing in Somalia. However, it is important that accountability to displacement-affected communities goes beyond the social accountability and engagement in the community action planning process. Efforts should also be made to affirm rights to voting and participation in public affairs for displacement-affected communities and in turn substantiates political accountability.

3.3. Security

The reform of the security sector is central to Somalia's state-building process and is a key priority for the government. The Somali Security Sector Reform spearheaded by the Prime Minister has been undertaken including biometric registration of Somalia National Army (SNA), reform of the salary and

benefits payments, allocation of financing for the security sector, training and equipping of SNA forces improving their capacity and capability. As a result of these reforms the SNA has continued to liberate more areas held by Al - Shabaab through operation “Badbaado”, a Somali-led and seeks to liberate areas and hold those areas, provide stability and extend basic services to the citizens. Most recently liberated areas in 2020 include Janaale in the Lower Shabelle Region of South West State. Once areas are liberated, the SNA provides humanitarian assistance and implements quick impact projects that include rehabilitation of roads and schools, construction of boreholes and safe water points, provision of medical supplies and sports facilities to address some of the immediate needs of the population and to prevent further displacement of the local communities, and in the process building public trust and confidence.

For IDPs who flee to urban settlements, the search for security is one of the primary reasons that led them to leave their place of origin.²² Improved security and liberation of remote and Al-Shabaab controlled areas could increase prospects of voluntary, safe and dignified return. Finally, a just, accountable and effective security system provided by the state could transform some distortions associated with informal camp management (gatekeeping).²³ Gatekeepers broker services, land and security for the internally displaced households that they control. The restoration of security at settlement level should be performed by professional state law enforcement providers in order to limit the control of predatory brokers who de facto undermine the human security of displaced persons.²⁴

Rebuilding a unitary, effective and just security sector hinges on its ability to understand the needs of communities, build trust and cooperation with them and build the capacity to serve them effectively.²⁵ Security forces should link to functioning and fair justice institutions that should remain accessible and affordable.²⁶ In the short term, cautious and tailored community level approaches at settlement level will be essential to enhance the security and physical safety of IDPs. These may entail dialogues at settlement level with police forces, SNA, civil society and federal and local authorities among others as well as training on Prevention of Sexual Exploitation and Abuse and SGBV and other relevant measures such as more female security personnel.

Key Recommendations

- Somali authorities maintain focus on the Security Sector Reform, with continuity of the holistic approaches and strong cooperation between communities and security forces with a particular focus on the gender dimension.
- Donors to invest in trainings that equip security forces and police in particular to understand local dynamics and key protection issues very well, in conjunction with training on referral mechanisms to justice and health professionals.

²² https://regionaldss.org/wp-content/uploads/2020/07/ReDSS_Aspirations_Survey_Interactive.pdf

²³ Cf. Section 2

²⁴ This particularly refers to forced evictions, sexual and gender-based violence and it should give prominence to the security needs of women and persons with disability

²⁵ Currently security has been provided by a multitude of actors which include a multinational peace-keeping force led by African Union Troops, by the Somali National Army, by various types of police units, by local and international private security companies and to some degree by non-state actors.

²⁶ The restoration of security linked to state legitimacy is instrumental as lack of accessible justice for IDPs somehow reinforces a continuous conflict

- To increase the numbers of properly trained and equipped women security profiles.
- For the durable solutions community of practice: to integrate more meaningfully protection and security analyses at the heart of the work on durable solutions offering, wherever possible, support to strengthen accountability between the security sector and populations affected by displacement, with a particular focus on gender.

3.4. Opportunity for Return to Areas of Origin

As the security situation improves throughout Somalia, there is an opportunity for IDPs to voluntarily choose to return to their areas of origin/habitual residence. In the newly ratified National Policy on Refugees – Returnees and IDPs, the Government of Somalia commits itself to, among others, facilitating the voluntary return, relocation, and local (re)integration of refugee-returnees and IDPs.

Principle 4 of the above-mentioned policy states:

“All Federal government institutions, FMS government authorities and the BRA have the primary duty and responsibility to establish conditions, as well as provide the means, that allow refugee-returnees and IDPs to make a free and informed choice to return voluntarily, in safety and with dignity, to their homes or places of habitual residence, or to locally integrate where they find themselves or to settle voluntarily in another part of the country.”

The policy also recognizes that refugee-returnees and IDPs have the right to make a voluntary and informed decision about their future and the type of durable solution processes they pursue. There is a need to build on to the strong commitments the government has made in regard to the right of return. There is also an understanding that local integration will play a significant role in durable solutions for IDPs in Somalia, especially those displaced pre-2012. Some of the IDPs displaced from the 2016/17 drought, have indicated that they want to return to their farms and pastoral livelihoods. "Agriculture's share of gross domestic product (GDP) is approximately 75%, and represents 93% of total exports, mostly linked to robust livestock exports."²⁷ It's imperative that, as the Somalia Government reclaims fertile farmland in the south, we are prepared to assist those who voluntarily want to return as agriculture is vital to Somalia now and into the future.

To ensure the long-term viability for individuals in the areas of return, what is needed is access to services (education, health, and livelihoods) and a large investment in infrastructure in both the rural areas and satellite towns. Long term development projects from roads to power generation are needed to ensure the long-term viability for individuals in the areas of return. To mitigate displacement caused by drought during droughts, regional satellite cities can be developed. These cities would act as buffer/way stations during times of drought allowing individuals to remain closer to their areas of residence and reducing overcrowding in major urban centres.

²⁷ <https://www.worldbank.org/en/news/press-release/2018/03/28/agriculture-remains-key-to-somalias-economic-growth-and-poverty-reduction>)

4. Development Funding

4.1. Debt Relief and long-term development funding

If Somalia concludes successfully the Heavily Indebted Poor Countries (HIPC) process for debt relief, the Federal Government will be in a position to finance service delivery by 2023. This will be a game changer in shifting the paradigm of service provision for internally displaced persons and populations affected by displacement. In March 2020 the IMF and the World Bank found that Somalia had fulfilled the necessary requirements to reach the “Decision Point” and the country debt arrear clearance.²⁸ In order for Somalia to successfully reach “Completion Point”, it is important to maintain a focused engagement on two of the nine floating triggers that will be used to assess the country's performance. Governments and partners should actively engage on triggers that focus on: (i) assessing the progress of the National Poverty Reduction Strategy, that is the National Development Plan 2020-2024, and (ii) monitoring the improvement of the Social Sector, particularly with reference to the establishment of a National Social Protection Programme and creating a registry for vulnerable persons eligible for that programme. Focusing on internal displacement is a low hanging fruit in the Somali engagement to tackle multidimensional poverty. Displaced groups and rural populations are included among the groups that most severely suffer from multidimensional poverty. Whereas rural populations remain inaccessible due to security issues and conflict, the concentration of internally displaced groups in urban areas offer better prospects for the successful implementation of social programmes and the implementation of poverty reduction strategies. In this respect, the National Durable Solutions Strategy, which articulates how Somalia will tackle displacement in line with the NDP goals, will be a key instrument in monitoring the implementation of poverty reduction. By the same token, internal displacement measures should prominently feature in the annual progress reports that the Federal Government will compile and send to the IMF.

Key Recommendations

- Anchor internally displaced populations in annual IMF progress reports on the implementation of poverty reduction strategies
- Advocate for the inclusion of urban IDPs as part of targeted population in the national Social Protection Programmes, including the pilot Social Safety Net programme.
- Use the National Durable Solutions Strategy as a guiding document for the reduction of poverty associated with internal displacement.

4.2. Earmarking of Funding to support IDPs – On Budget Support

According to the report on [Aid Flows in Somalia](#), approximately US \$ 114 million of aid disbursed in 2018 has been channelled through the Somali Treasury. This amounts to roughly 13% of the 2018 donor support to Somalia.

On budget contributions enable the Government to implement policies and plan disbursement for the various national priorities. Somalia has satisfactorily progressed on various aspects of public financial management and policy development. In light of the need to provide a longer timeframe and

²⁸ <https://www.imf.org/en/News/Articles/2020/03/25/pr20104-somalia-somalia-to-receive-debt-relief-under-the-enhanced-hipc-initiative>

sustainability for structural interventions in support of (re)integration of displacement-affected groups, it will be increasingly important for donor partners to step up their contribution through treasury and on country systems while strengthening the accountability process.

This modality of contribution can have a significant positive impact in creating and maintaining an enabling environment for durable solutions. Firstly, it would support a longer-term retention of civil servants working on the key strategic sectors for the agenda on displacement. Salaries of civil servants working on internal displacement and durable solutions are not at the moment supported by contracts on the Government payroll. Instead these government profiles are mostly supported through short term off budget contributions.

Secondly, all treasury-funded programmes in support of social services, social inclusion, social and productive infrastructure and actions in support of vulnerable groups should consider earmarking contributions for affirmative action initiatives fostering the (re)integration of displacement affected groups. These may deal with employability and skill re-adaptation schemes, safety net programmes, literacy programmes, education, health, access to public goods like potable water, support against sexual and gender-based violence and housing schemes. Subsidizing access to social services will be very important in the framework of these initiatives as basic services are mostly provided by private sector entities.

Key Recommendations

- Advocate for donors to support on budget contributions and use of country systems as part of their country level engagement
- Ensure that government programmes funded through the Treasury, earmark funding for support and prevention of internal displacement, with particular attention given to regional redistribution in areas particularly affected by displacement
- Ensure that contributions to civil service capacity, technical assistance and capacity injections are channelled through the Treasury and framed in a clear and long -term strategy for the development of a strong civil services