

SOMALIA NOVEMBER 2016

LOCAL INTEGRATION FOCUS: LOWER JUBA REGION

DURABLE SOLUTIONS FRAMEWORK

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

ACKNOWLEDGMENTS

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ABOUT the Regional Durable Solutions Secretariat (ReDSS)

The search for durable solutions to the protracted displacement situation in East and Horn of Africa is a key humanitarian and development concern. This is a regional/cross border issue, dynamic and with a strong political dimension which demands a multi-sectorial response that goes beyond the existing humanitarian agenda. The Regional Durable Solutions Secretariat (ReDSS) was created in March 2014 with the aim of maintaining a focused momentum and stakeholder engagement towards durable solutions for displacement affected communities. The secretariat was established following extensive consultations among NGOs in the region, identifying a wish and a vision to establish a body that can assist stakeholders in addressing durable solutions more consistently. ReDSS is managed through an Advisory Group comprising of 11 NGOs: DRC, NRC, IRC, World Vision, CARE International, Save the Children International, OXFAM, ACTED, INTERSOS, Mercy Corps and Refugee Consortium of Kenya with IRC and DRC forming the steering committee.

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

ABOUT ReDSS SOLUTION FRAMEWORK

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

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

TABLE OF CONTENTS

GLOSSARY OF KEY TERMS	1
ACRONYMS	3
EXECUTIVE SUMMARY	4
INTRODUCTION	7
UNLOCKING SOLUTIONS FOR REFUGEES RETURN AND DISPLACEMENT AFFECTED COMMUNITIES	8
A LOCAL FOCUS: LOWER JUBA REGION	9
OBJECTIVE AND RATIONALE	10
METHODOLOGY	11
CHALLENGES AND LIMITATIONS	12
PHYSICAL SAFETY	15
MATERIAL SAFETY	21
LEGAL SAFETY	32
CONCLUSIONS	38
ANNEXES	43

GLOSSARY OF KEY TERMS

Area-Based Approach

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

Durable Solutions

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

Early Solutions Planning

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

Host communities

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

Internally Displaced Persons (IDPs)

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

Livelihoods

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

Local Integration

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

Protracted Displacement Situation

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

ReDSS Durable Solutions Framework

A rapid analytical tool to assess to what extent durable solutions have been achieved in a particular context. The Framework contains 30 indicators that relate to a) Physical Safety – protection, security and social cohesion/ b) Material Safety – access to basic services, access to livelihoods, restoration of housing land and property/ c) Legal Safety – access to documentation, family reunification, participation in public affairs, access to effective remedies and justice

Refugee

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

Resilience

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

Resettlement

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

Reintegration

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

Self-Reliance

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

Social Cohesion

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

Transitional Solutions

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

ACRONYMS

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

EXECUTIVE SUMMARY

Background

In May 2016, the Kenyan government announced plans to speed up the repatriation of Somali refugees and close the Dadaab camp by November (the Kenyan government later postponed by six months the plan to close the Dadaab camp). The decision has sparked controversy and debates. Indeed, the return of refugees from Dadaab to already fragile social, economic and infrastructural contexts is likely to become a major driver of instability if left unaddressed. A sudden increase of population could put further strain in communities that have limited access to basic services, shelters and livelihoods opportunities. Given these challenges, it is paramount that actors working in Somalia maximize the resources at their avail to successfully support the (re)integration of refugees and IDPs, while supporting host communities. As envisaged in the Draft National Policy on Internal Displacement, there is need to have joint area-based plans that build into existing humanitarian and development plans in ways that address displacement affected communities' needs through a comprehensive effort. Joint planning requires carrying out joint analysis in each district, documenting progress and challenges in order to build evidence and learning on what may be the most effective and sustainable responses.

Objective of the study

Against this backdrop, the Regional Durable Solutions Secretariat (ReDSS) is developing Solutions analyses using the ReDSS Solutions Framework in Lower Juba (Kismayo), Bay (Baidoa) and Benadir (Mogadishu), in order to operationalize (re)integration plans for displacement affected communities. These three locations represent the main areas of return and are hosting a large population of IDPs. The Solutions framework is to be considered as an analytical baseline, whose progress will be assessed on a regular basis, taking into account a fast changing context in Somalia.

Main findings

The analysis of existing data for the 31 outcome level indicators of the Solutions framework provides an account of the opportunities and challenges to achieve durable solutions in the realms of physical, material and legal safety.

With regard to **physical safety**, access to police and justice is uneven, even though informal mechanisms are in place; security has generally improved in Kismayo town, but not in the rural areas. Few cases of incidents and violence were reported in Kismayo, but IDPs are still vulnerable to violence, especially GBV. Social cohesion is an area that deserves attention, and there is an urgent need to get more information on relations between IDPs, returnees and host communities.

With regard to **material safety**, the mapping of current interventions in Lower Juba shows that many of the outcome indicators are being targeted. This is especially the case for access to basic and social services, though to a lesser extent for access to livelihoods. In Lower Juba, mainly in Kismayo town, a number of humanitarian NGOs and UN agencies have been particularly active in supporting the local population and IDPs with the provision of basic services. However, most of the current interventions have a short-term emergency focus, which means that they can only offer a temporary relief. Specifically to Housing, Land and Property (HLP), housing is not yet adequate for IDPs and poor returnees, although the government has allocated land for IDPs and returnees, which means that the situation in Kismayo is actually better than in other regions in Somalia. There are mechanisms in place to access land and/or secure tenure, but IDPs and returnees may not have adequate access to these mechanisms.

With regard to **legal safety**, the analysis of data shows that only a small percentage of IDPs/returnees have birth certificates, national ID cards or other personal documents, although it has to be considered that lack of documentation is a problem that also affects the rest of the population. There is some evidence that IDPs and returnees participate in public decision-making processes, but they participate less than resident population. There is not available or sufficient data to be able to rate other indicators in this section.

With regard to data collection and information management, the analysis of secondary data shows that there are major gaps in terms of data and assessments related to displacement specific vulnerabilities. Most of the available data are not disaggregated per demographic groups, some exist for IDPs but not for returnees and surveys almost never look at the status of the general population.

Recommendations to inform immediate reintegration needs and longer term programming

The Federal Government of Somalia (FGS) and the Jubbaland Interim Administration (JIA) have recognized the issues at stake and have adopted a proactive stance. The Somalia National Development Plan for 2017-2019 dedicates a specific section to challenges faced by IDPs and returnees, and adopts a displacement focus throughout its sectors of interventions. All this work will indubitably support the reintegration of refugee returnees as government and host communities get better prepared to receive the newcomers. Nevertheless, there are still areas that deserve better attention and a more coordinated effort.

A. Adopting a durable solutions focus and a common Durable Solutions Framework to support joint accountability and analysis to monitor progress and challenges

1. Donors and implementing partners should adopt a displacement focus and a common Durable Solutions framework to monitor progress and challenges

In order to address these gaps, it is recommended that:

- Implementing partners adopt a displacement focus in data collection;
- Surveys be longitudinal and include representative samples of IDPs and returnees, as well as urban and rural populations;
- Data on post-return monitoring be standardized (in line with national household surveys) and made available.

2. Humanitarian and development actors should adopt joint analyses and joint area-based planning under the lead of the government, to ensure mutual accountability and sustainability and to enhance the impact of interventions

In order to address these gaps, it is recommended that:

- Donors and their implementing partners invest in strengthening national and local capacity to understand displacement and sustain solutions;
- Humanitarian, development and government actors use joint analysis under a common Durable Solutions Framework to achieve common understanding and coherent outcomes delivery;
- Humanitarian and development actors develop Joint Outcomes to support joint area-based planning under the leadership of the government.

B. Adopting a stronger focus on 'early solutions'

3. Donors and implementing partners should scale-up community-driven reconstruction/development programmes with a clear focus on displacement-affected communities, as a way to bridge humanitarian and development aid and to closely align humanitarian and development short-term and long-term goals;
4. Humanitarian interventions should explore innovative ways to create convergence of objectives with recovery/development interventions, for example by promoting the use of conditional cash transfers for collective action;
5. Implementing partners should work jointly with government and use government mechanisms when possible and donors should accept the inherent risks.

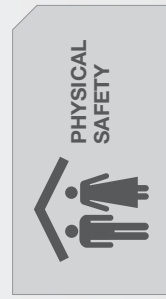
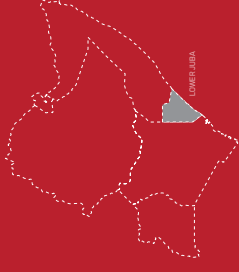
C. Prioritizing sectors and areas of interventions through integrated and multi sectorial programming

6. Donors and implementing partners should prioritize long-term universal safety net programmes that work in partnership with private donors and diaspora;
7. Donors and implementing partners should invest more on income generation and job creation programmes;
8. Donors and implementing partners should invest more on shelter, education and health, through an integrated access to services approach, inclusive of returnees, IDPs and host communities, and keep a balance between supply-side of services and demand-side for services.

Way forward

ReDSS will carry out the same Solutions analysis in Benadir region (Mogadishu) and Bay region, with a particular emphasis on Baidoa district. These joint analyses will inform the development of *Area Based Action Plans*, under the leadership of the government, as envisaged in the Draft National Policy on Internal Displacement.

The rating for each indicator is based on information available at the time of the review. However, it is expected that new data will be available in early 2017 and the rating will be reviewed and updated in the first quarter of 2017 to reflect potential changes.



PHYSICAL
SAFETY

Protection

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

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

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

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

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

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

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

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

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

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

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

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

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

Access to Livelihoods (Job creation and income generation)

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

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

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

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

Housing, Land & Property

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

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

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

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

Access to Effective Remedies & Justice

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

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

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

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

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

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

Access to Documentation

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

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

Family Reunification

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

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

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

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

The indicator is well on the way to being achieved

Some obstacles exist and the indicator has not been fully met

The indicator is far from met

Data unavailable

Incomplete data exists

INTRODUCTION

In May 2016, the Kenyan government announced plans to speed up the repatriation of Somali refugees and close the Dadaab camp by November (the Kenyan government later postponed by six months the plan to close the Dadaab camp). Kenyan authorities, with officials from the United Nations High Commissioner for Refugees (UNHCR), then stepped up a voluntary repatriation programme, which had started in 2013. In total, as of 2nd December 2016, 35,751 Somali refugees had returned home since 8th December 2014, out of which 30,650 were supported in 2016 alone (UNHCR 2016i). According to the final report of the Population Fixing Exercise conducted in Dadaab from 4 July to 10 August 2016, 69,532 Somali refugees have indicated their willingness to return to Somalia, which represents 26% of the total number of Somalis (269,663 individuals) residing in the Dadaab refugee camps (UNHCR 2016a). The majority of them indicated their intention to return to Lower Juba (61%) of which 39,723 intend to return to Kismayo, followed by Bay (17%), of which 11,022 intend to return to Baidoa, Middle Juba (9%), Banadir (9%), of which 5,953 intend to return to Mogadishu, Gedo (4%) and other areas (1%) (*ibid.*) There is an estimated 1.1 million IDPs in Somalia, of which 369,000 are in Banadir, 40,000 in Bay and another 31,000 in Lower Juba (UNHCR 2016f). In the meanwhile, 1.1 million people are estimated to be internally displaced in Somalia.

The decision of the Kenyan government to close Dadaab has sparked controversy and debates. Several advocacy groups have denounced that the repatriation process is driven by fear, intimidation and disinformation. A recent report from Amnesty International states that “Kenyan government officials are deliberately coercing refugees to return to Somalia, where they risk being injured or killed in the on-going armed conflict” (Amnesty International 2016).¹

Indeed, aid agencies operating in Somalia acknowledge the problem. A recent UN context analysis² reckons that “whilst Somalia has made progress towards recovery, stability and the return of legitimate authority since 2012, major drivers of instability and conflict risks remain, many of which are grounded in or result in complex mobility patterns.” The document’s analysis concedes that “as Somalia continues on its current trajectory towards improved stability and recovery, [...] many communities will continue to be divided, particularly across clan lines, with weak social capital and latent conflicts that could easily resurface if they remain unaddressed, and that [...] “the return of refugees from Dadaab to already fragile social, economic and infrastructural contexts is likely to become a major driver of instability if left unaddressed.”

Nevertheless, existing challenges of the process of refugees return to Somalia should not overlook the opportunities that the same process can offer. First, there is substantial number of Somalis that are spontaneously returning to Somalia outside the UNHCR return programme. According to some estimates, 11,000 individuals have spontaneously returned to Somalia since May 2016 (NRC 2016a). This phenomenon needs to be investigated further. While there may be a number of spontaneous returnees that have decided to leave the camps because they run out of options, there is surely another number of spontaneous returnees that have decided to leave the camps because they are optimistic about their future back in their country of origin.

Return, as any other episode of migration, is a mixed experience that combines both fear and optimism. It is also a mixed blessing for communities that receive returnees. (Return should be seen in a broader context of displacement in Somalia, that affects 1.1 million Internally Displaced Persons.)

The return of refugees to Somalia, as well as the broader displacement of IDPs within Somalia, will put to test the limited absorption capacity of host communities. It will put stress on the limited access to basic services, shelter and livelihoods opportunities. It will risk exacerbate protection concerns, and social cohesion between communities. However, this process can be made successful. The supply of services can be increased and tensions can be managed. In the long run, returnees, who are usually better educated than their fellow citizens who decided to stay in Somalia, may be a boon for their country and for the local economy.

¹ See also, *inter alia*, a field report from Refugee International (Yarnell 2016), a position paper from Norwegian Refugee Council (NRC 2016b), and a press release from Save the Children (Save the Children 2016)

² Project proposal for the UN Peace Building Fund: “Midnimo (Unity) - Support for the Attainment of Durable Solutions in Areas Impacted by Displacement and Returns in Jubaland and South West States”

The “New York Declaration for Refugees and Migrants”, adopted on 19 September 2016 by the UN General Assembly, and the resulting UNHCR-led Comprehensive Refugee Response (CRR) Framework, provides not only a framework but also an imperative to overcome the old views of refugees and migrants as burden to societies. The Declaration urges to come up with fresh and more realistic views of refugees and migrants as active contributors to development and welfare of the societies that host them. In Somalia, there is need to go beyond anecdotes and to better understand the return process, both from a short- and long-term perspective. Gaps and obstacles should be identified, but solutions should also be found.

UNLOCKING SOLUTIONS FOR REFUGEES RETURN AND DISPLACEMENT AFFECTED COMMUNITIES

Twelve areas of possible return of Somali refugees have been identified (UNHCR 2016d and 2016i). Among these twelve areas, three regions, namely Lower Juba (Kismayo), Benadir (Mogadishu) and Bay (Baidoa), are expected to receive the highest number of returnees.

Finding solutions requires carrying out joint analysis that can document progress and challenges in each of these areas, in order to build evidence and learning on what may be the most effective and sustainable responses. These ‘solutions’ analyses will, in turn, contribute to inform planning by identifying and prioritizing ‘immediate’ (re)integration needs for displacement-affected communities.³

Specifically, this joint analysis will inform the development of *Area Based Action Plans*, under the leadership of the government, as envisaged in the Draft National Policy on Internal Displacement. This planning effort, however, is not necessarily about starting new plans. It is rather about building into existing humanitarian and development plans in a way that displacement affected communities’ needs are addressed through a comprehensive effort. By involving development actors from the start, this process should also contribute to inform medium- to long-term sectorial priorities for development programming that complement humanitarian interventions.

Against this backdrop, the Regional Durable Solutions Secretariat (ReDSS) is developing Solutions analyses using the ReDSS Solutions Framework in Lower Juba (Kismayo), Bay (Baidoa) and Benadir (Mogadishu) in order to operationalize (re)integration plans for displacement affected communities. These three locations represent the main areas of return and are hosting large population of IDPs.

This study was supported by the United Nations Office of the DSRSG/HC/RC who facilitated consultation with and access to data from the Clusters and UN Agencies, and promoted a joint approach in view of supporting the development of *collective durable solutions area based action plans* at State level. It is part of a broader attempt, by the international community and the office of the DSRSG/HC/RC to develop an integrated and collective approach to durable solutions in Somalia under the leadership of the government to support the implementation of the displacement pillar under the National Development Plan.

³ The term “displacement-affected communities” refers to both returnees, IDPs and host communities.

A LOCAL FOCUS: LOWER JUBA REGION

POPULATION DEMOGRAPHIC

The Lower Juba region (or *Juba Hoose*) is part of the Jubbaland state of Somalia (other regions of the Jubbaland state are Gedo and Middle Juba). According to the demarcation of 1991, Lower Juba consist of four districts: Afmadow, Badhaadhe, Kismaayo and Xagar. The capital of Lower Juba is Kismaayo, which is situated on the coast near the mouth of the Jubba River. Kismaayo is also the capital of Jubbaland state. UNFPA Population Estimation Survey of Somalia estimated that Lower Juba has a total population of 489,307, of which 172,861 live in urban areas, 161,512 live in rural areas, 124,334 are classified as nomads, and 30,600 are classified as IDPs (UNFPA 2014).

Kismaayo is believed to have the largest IDP population in the region, mostly located in Farjano and Fanole areas. Recent IDPs profiling conducted by NRC indicated that there are 6,059 IDPs households in Kismaayo towns in 80 settlements. IDPs in Kismaayo are mostly from Lower Shabelle, Middle and Lower Juba, Banadir, Gedo and Bay. The majority of the IDPs are of Bantu origin. (Somalia shelter cluster 2016d, NRC data).

With regard to return of both refugees and IDPs, data from the Protection and Return Monitoring Network (PRMN) shows that the total number of refugee returnees in Lower Juba was 54,840 as of April 2016, whereas IDPs returnees was 13,759 (UNHCR 2016). Figures for 2016 show that between 1st May and 30 September 2016, of the 21,035 return movements from Dadaab camp (of which 12,049 were spontaneous return) 13,693 moved to Juba Hoose (whereas 525 Moved to Juba Dhexe, 3,696 moved to the Bay region, 991 to Sool, 814 to Banadir, 906 to Gedo, 200 to Bakool, 101 to Shabelle Hoose, 97 to Awdal and 12 to Woqooyi Galbeed (PRMN, email update 10 October 2016). The situation continues to be fluid, with a number of returnees settling in IDP camps. According to a mapping exercise of IDP camps in Kismaayo, "14% of Key Informant Interviews (KIIs) reported having refugees in their settlements", and "67% of KIIs reported to have new arrivals" (Somalia Shelter Cluster 2016d).

CAUSES OF DISPLACEMENT

An assessment of IDPs carried out by the Jubbaland Refugee and Internally Displaced Person's Agency (JRIA), a department of Jubbaland Ministry of Interior, shows that the major cause of displacement was conflicts and fighting (87% of respondents), while economic crises, evictions and natural disasters like floods and drought played only a minor role (7%, 5% and 0.5% of respondents, respectively) (JIRA 2016b). The assessment concludes that the majority of respondents have no intentions of relocating due to security concerns (86% of the respondents) (*ibid.*).

With regard to the socio and economic status of IDPs in Lower Juba, the same assessment suggests that "there are people who have been in displacement for long periods of time and remain isolated from livelihood options and/or services afforded to unaffected communities" (JIRA 2016b). The study hypothesises that "for various reasons [IDPs] are unable to socially and economically integrate in the areas where they took shelter" and suggests that "these reasons may include the fact that they do not have security of tenure for the land on which they are living, that they are of a different ethnic or tribal group from the people amongst whom they settled and are perceived as outsiders, or because local authorities are prepared to offer them "temporary sanctuary" but not permanent residency" (*ibid.*).

THE RESPONSE TO DISPLACEMENT

Despite the challenges, there are reasons to be hopeful. Several high-level meetings have taken place between the UN and the Jubbaland government. There are regular coordination meetings between agencies engaged in the return process from Kenya to Somalia and the Jubbaland administration. According to a representative from Jubbaland administration, "holistic efforts are on-going to link up the return process, reintegration and development activities" (Minutes of cross border meeting 29 October 2016).

A recent interagency mission of UN agencies and NGOs brought a higher level of coordination and commitments between government authorities and aid agencies. The Jubbaland administration announced that the Ministry

of Interior will act as focal point for humanitarian and peace-building fund (PBF) programmes and returnee issues, supported by an inter-ministerial committee appointed for that purpose. The Minister of Public Works confirmed that the administration has allocated land for the returnees and that it is committed to granting property / land ownership rights to returnees. The Minister of Justice provided assurance that the returnees were from the same clans and that conflict would not be an issue. Finally, the Governor of Jubbaland ensured that Lower Juba forces would guarantee the security of returnees and IDPs in Kismayo and he also reiterated the support for IDP/Returnees to be allowed to buy houses (*ibid.*).

With regard to funding, the Food Security Cluster stated that \$1,7M had been allocated for IDP camps in Jubbaland and that more funds are in the pipeline for food security responses in Jubbaland to address drought conditions and returnee needs. OCHA noted that US\$7 million was allocated to Kismayo and Baidoa through SHF for an integrated response by Clusters targeting vulnerable IDPs and other groups. UNHCR noted that US\$11,6 million was mobilised for Kismayo, out of this, US\$6 million for return assistance (reinstallation and subsistence allowance, and NFIs) and \$5,6 million for reintegration activities (education, livelihoods and shelters) (*ibid.*). Development funding, for example funding to UN Habitat and IOM from the UN Peace Building Fund (PBF), is expected to complement the above humanitarian funding.

OBJECTIVE AND RATIONALE

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

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

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

The same study will also take place in Benadir region (Mogadishu) and Bay region, with a particular emphasis on Baidoa district. It is expected that the evidence and recommendations provided in these studies will then help stakeholders, namely the Federal Government of Somalia (FGS), the governments of Somalia member states, donor countries, UN agencies and international and local NGOs to operationalize their current and future (re)-integration plans for Lower Juba, Benadir and Bay regions.

This exercise will also entail a further review of data and assessments in the first quarter of 2017. It is acknowledged that the situation in Somalia is fluid and that patterns of return, and displacement in general, continuously change depending on improvement or deterioration of the security situation in the country and on the effects of the ongoing drought. Baidoa, Kismayo, and Mogadishu are relative safe, but many villages outside these cities are not. As a result, returnees who are originally from rural area are likely to remain in the city, and the poorest of them are likely to move to IDP camps. If security improves in rural villages it can be expected that some returnees will go back to their area of origin (though it can also be expected that some others will decide to stay in the city because of better access to services and livelihoods opportunities). On the other side, if the security situation deteriorates, it can be expected that returnees, as well as IDPs, will cluster in the few relative safe areas of these regions. Depending on which scenario will emerge, policy prescriptions and programming will be different. The continuous change of context requires the constant update of analysis based on updated data.

METHODOLOGY

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

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

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

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

The study entailed a review of relevant literature, a mapping of existing interventions⁴, a review and analysis of secondary data collected by government agencies, UN agencies, clusters and NGOs operating in Lower Juba. Validation workshops were organised with governments, NGOs and clusters, UN agencies and humanitarian and development donors to discuss key findings and recommendations and agree on a joint analysis to inform our collective way forward.

PARTICIPATORY PROCESS AND CONSENSUS BUILDING APPROACH

The objective of the consensus building and participatory approach is to reach a consensus on the analysis in order to collectively agree on gaps and priorities. Active involvement and consultation with representatives from government at both state and district level, NGOs, UN agencies, cluster coordinators and donors have been critical to inform the joint analysis. Furthermore, four validation workshops⁵ were organised to discuss preliminary findings and agree on collective next steps and way forward.

RATING PROCESS

The study aimed to capture the current status of displacement affected communities based on available data and the presence of interventions that address any particular indicator. Here the assumption is that these interventions are mitigating negative factors or are bringing positive changes.

An indicator was marked green if displaced persons experience a situation, or status, that is as good as the situation of persons living in host communities, and is also above the specific standard for that indicator. An indicator was marked orange if displaced persons experience a situation or status that is above the specific standard for that indicator but is less than the situation of persons living in host communities, or if displaced persons experience a situation or status that is as good as the one of persons living in host communities but is below the specific standard for that indicator. An indicator is marked red if displaced persons (IPD

⁴ The mapping exercise used information provided by agencies in Lower Juba, data from the UN Office for Coordination of Humanitarian Affairs (who, what, where matrix), data from the UN-led aid tracking system, and a concurrent mapping exercise (UNDP 2016).

⁵ Validation workshops in Kismayo with authorities and IDPs and host communities' representatives, and three validation workshops with NGOs, UN agencies, and humanitarian and development donors in Nairobi (see the list of consulted agencies in annex).

or returnee) experience a situation, or status, that is both worse than situations experienced by persons living in host communities, and below the specific standard for that indicator. In case of mixed situation, for example a difference between rural and urban contexts, or in case when an external intervention is mitigating the situation, some indicators were marked red/orange or orange/green. Where data was not available, the indicator was marked white, and when data was not sufficient was marked white grey dots.

This process was done separately for resident population, IDPs and returnees on the basis of available data. The process was then repeated on the basis of the mapping of current interventions in Lower Juba. It was finally concluded based on feedback from the consultation workshop in Kismayo, and on feedback from the subsequent validation workshops.

PROJECTIONS AND FOLLOW UP IN THE FIRST QUARTER OF 2017

The analysis included a projection of what could be the status of the indicators in 2017 on the basis of upcoming funding and interventions in Lower Juba, assuming that the current patterns of displacement and current government policies remain unchanged. If there is not any plan to scale up interventions vis-à-vis a particular indicator, a projection indicator retained the same rating as the current status. Here the assumption is that likelihood of change in the near future is minimal. If there are plans to scale up interventions vis-à-vis a particular indicator, a project indicator adopted a shading that reflects a possible improvement of the situation (for example, if a status indicator was orange, a projection indicator has been marked as “orange-turning-into-green” or as “red-turning-into-orange”). On the other side, if current interventions vis-à-vis a particular indicator are likely to diminish in scope in 2017, the same indicator adopted a shading that reflects a possible worsening of the situation (for example, if a status indicator was orange, a projection indicator has been marked as “red-turning-into-orange”).

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

CHALLENGES AND LIMITATIONS

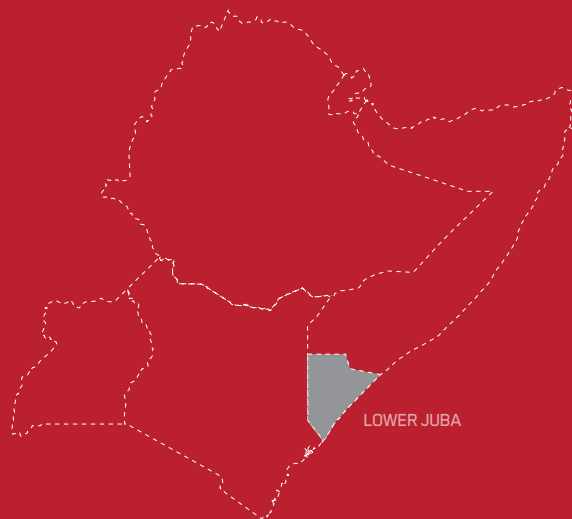
The study relies primarily on review and analysis of data collected by aid agencies operating on the ground. The main sources of data were UNHCR Protection and Return Monitoring Network (PRMN); the IOM Displacement Tracking Matrix (DTM), the Food Security and Nutrition Analysis Unit (FSNAU), a project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

However, this approach presents two main limitations. First, the approach required the aggregation of data that was collected by different agencies, which often adopt their own definitions of indicators and have their own baselines in order to cater for their programming needs. While the study acknowledges that a harmonization of the various indicators under a Solutions Framework used by different stakeholders is critical, it also recognizes that it might not be possible to reach an agreement between stakeholders within the timeframe of the study. To overcome the problem, the study introduced a set of commonly agreed benchmarks (i.e. comparison to resident population and comparison to national or international standards, when applicable) in order to provide a higher level of objectivity in the interpretation of data collected by agencies. Despite the adoption of this simplified approach, it was not possible to do any analysis for 17 of the 31 indicators because data was not available or because it was only partially available (for 10 indicators data was available for IDPs but not for returnees).

Second, most of the available information was in the form of needs assessments conducted by individual agencies, focusing on activities and beneficiaries group targeted by the agency, without having a displacement focus. The above limitation could have been overcome by using household surveys that include a representative sample of the population at large. Providing that the sample is adequate, household surveys allow for comparison between different regions and populations groups. The drawback of this approach is that the methodology for these surveys (i.e. sampling methods and questionnaires) has to be agreed by all organizations working on durable solutions in Somalia. Reaching such a consensus within the time frame of this study was not deemed possible.

It is expected that these limitations will be addressed when there will be longitudinal household surveys that will include a representative sample of the population and will be able to disaggregate by different demographic groups, namely IDPs and returnees, as well as minority clans (in addition to disaggregation by age and gender). World Bank is conducting high frequency surveys in south central Somalia (it previously conducted a household survey in Somaliland). When this data will be available, it will be possible to include it in the Solutions framework updating exercise that ReDSS will carry out in 2017.

SOLUTIONS FRAMEWORK LOWER JUBA REGION **SOMALIA** 2016



PHYSICAL SAFETY



Protection

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

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



Safety and Security

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

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



Social Cohesion

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

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

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

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

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

PHYSICAL SAFETY

Analysis

The sections below provide a detailed analysis for each set of indicator, namely protection, safety and security and social cohesion. The indicator analysis shows that there are obstacles to achieve durable solutions in the realm of physical safety. Some of the indicators have not been fully met: access to police and justice is uneven, even though informal mechanisms are in place; security has generally improved in Kismayo town, but not in the rural areas. For other indicators there is not available or sufficient data for IDPs and returnees.

Based on commitments from the government and on upcoming funding and interventions, a likely scenario for 2017 is that there may be some progress in some areas, notably access to police, perceptions of safety, and perceptions of acceptance by the local community (assuming that data, when available, confirms the preliminary findings). There may also be some progress in terms of general security in the district, although this will likely be limited to urban areas. However, there is risk of deterioration in terms of tensions and peaceful coexistence between host communities and returnees/IDPs, as the “absorption” capacity of host communities in terms of provision of basic services will likely continue to be low.

Limitations

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

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

Opportunities to inform immediate reintegration needs and longer term programing

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

Interventions that have a strong focus on governance and rule of law should be scaled up, because they will make it possible for the government to take more responsibilities in coordinating the response and addressing displacement-related issues.

PROTECTION

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

Overall Rating and standard(s): Indicator is rated red/orange. The situation is mixed. Some studies suggest that there are not many cases of incidents and violence in Kismayo. However, other studies point that IDPs are generally vulnerable to violence, especially GBV. It has to be noted there is no disaggregated data on returnees, although it can be assumed that they are not more affected than IDPs.

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

Analysis: Recent figures show an improvement in terms of safety and security in Kismayo town. A multi-sectorial assessment carried out in Kismayo by NRC shows that “though fragile and nursing, the city’s overall security situation have been steadily improving, compared to 2 years ago” (NRC 2016a). However, the study adds that “despite the improved security situation the occurrences of incidents related to insecurity continue to be reported. Al-Shabab still poses a great threat to the town” (ibid.). Relative to IDPs, an assessment carried out by the shelter cluster shows that the overall perception by key informants of the security situation in IDP

settlements in an area called Dalxiiska, which is located to the Northern part of Kismayo, is generally good (22% of respondents stated that the security situation is very bad; 8% said that is bad, 5% that is varies; 56% that is good, and 6% that is very good) (Somalia Shelter Cluster 2016d). PRMN recorded 4 cases of incidents and violations in July and 12 cases in August (while no cases on June) (UNHCR, 2016e). Stakeholders that were consulted in Kismayo highlighted that the security situation in Kismayo has improved and that IDPs and returnees do not suffer from violence more than local population.

That said, this improvement is confined to Kismayo town. Villages in Kismayo district, and other districts, have generally not experienced any improvement (data on areas outside Kismayo is, however, missing). PRMN reports point out that “protection remains one of the most significant concerns, especially for women and girls” (UNHCR, 2016e). Technical staff in the validation workshops reported that the majority of women and girls from IDP population are likely to suffer from Gender Based Violence.

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

Overall Rating and standard(s): Indicator is marked white. Stakeholders in Kismayo suggest that there is no restriction of movement but technical staff point to other constraints. However, there is not any data on this indicator.

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

Analysis: There is no specific data for Lower Juba and for IDPs or returnees. According to analysis for the Somalia Protection Cluster, “during the third quarter, the Somalia Country Taskforce on Monitoring and Reporting documented 521 incidents of grave violations of children’s rights, affecting 158 girls and 856 boys” (Somalia Protection Cluster 2016d). In particular, “forced recruitment affected 530 children, constituting 34 per cent of the total number of children recruited in 2016” (*ibid.*). Of critical concern, also, is the illegal detention of children on security related charges, including alleged association with the fighting. “During this last quarter, 124 children were detained compared to 97 children during the second quarter of 2016, thus demonstrating an increase in the number of children affected in this quarter” (*ibid.*).

Consulted stakeholders had different views. Some stakeholders felt that the situation in Kismayo is not positive, since the presence of check points and gatekeepers pose limitations to freedom of movement of IDPs and returnees. However, other stakeholders pointed out that IDPs and returnees do not face any form of discrimination or arbitrary restriction of movement.

Opportunities

The FGS is in the process of adopting a policy framework on displacement. Although the policy does not make any mentions about discrimination or arbitrary restriction of movement it adopts measures that are related to security, such as the one on “mine and UXO clearance and conducting mine awareness raising” (FGS 2016b).

There are opportunities for positive change but to realize them it is paramount that current security sector interventions adopt a longer-term stance and expand to other geographical areas in Lower Juba that are not been covered yet. It is equally paramount that development actors scale up their governance-oriented rule of law and security programmes in order to cover the entire region of Lower Juba.

SAFETY AND SECURITY

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

Overall Rating and standard(s): The indicator is rated orange. Access to police and justice is uneven, however informal mechanisms exist. (For applicable standards, see indicators under protection.) Although there is not any specific data for Lower Juba, feedback provided by stakeholders, coupled with data at national level, provides sufficient information for the rating.

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

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

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

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

Analysis: A multi-sectorial assessment recently carried out in Kismayo by NRC shows that “184 HHs (55%) have shelters with lockable doors while an assessment of the number of security incidences reveals that most households (294 or 77%) had not suffered from any thefts and attack incidences at all over the last 6 months” (NRC 2016a). The assessment adds that “overall perceptions of security indicate that 71% of the households (270) perceive their living environments as secure” (*ibid.*) “Only 5 HHs (1%) perceive the living environment as insecure, while 42 (11%) could not tell whether it was secure or insecure” (*ibid.*).

The consultation process highlighted that there still are some challenges. While some stakeholders concurred that IDPs and returnees do not face any specific challenge and feel as safe as the rest of the population, other stakeholders pointed out that this improvement is limited to urban areas and that the situation in rural areas is far from positive.

Opportunities

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

Most of the on-going initiatives are confined to Kismayo town since INGOs and UN staff often do not have access to rural areas. Long-term governance-oriented rule of law and security programmes usually suffers from the same limitations. There is need to scale up investments in programmes that have found ways to operate in insecure areas. Use of tools such as remote monitoring and/or third party monitoring have helped some programmes to outsource part of their activities to local organizations that have broader access even to remote and insecure areas, while retaining a good control on the quality of the implementation.

The situation is fluid and uncertain in terms of displacement trends. There is need to continuously assess the possible return scenarios and put in place contingency plans in case of a sudden increase in number of returnees and IDPs. Donors and aid agencies should allocate more capacity and funds for research and development, so to pilot and test new approaches that will allow programmes to be more efficient, flexible, and able to rapidly scale up.

Assuming that the current trend in terms of efforts and investments is kept at the same pace, if not increased, and that issues of access to insecure locations are addressed, there are some chances that the situation will improve in the future.

SOCIAL COHESION

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

Overall Rating and standard(s): The indicator is marked white. Although stakeholders in Kismayo suggest that the situation is neither positive nor negative (which could justify an orange rating) there is not sufficient data to reach any firm conclusion.

Analysis: Some of the stakeholders who were consulted in the workshop in Kismayo felt that the level of social cohesion in the communities where IDPs and returnees live is sometimes low. A position paper echoes this view when it states that “refugee returns to Somalia will increase pressure to the already insufficient services in existing communities, such as health, water and education” and that refugee return “will also fuel tensions with existing communities if not managed carefully” (NRC 2016b). The NRC paper highlights concerns raised by the Jubbaland administration about the largely unplanned nature of returns that, according to the administration, may threaten “to worsen an already volatile security situation in the capital, Kismayo” (*ibid.*). On the other side, other participants from the consultation workshop in Kismayo highlighted that the situation vis-à-vis this indicator used to be worse than now, which shows a sort of improvement. Technical staff from the validation workshop suggested that there is need to carry conflict analysis to monitor the impact of demographic changes and clan balance.

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

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

Analysis: Data from the Shelter cluster mapping exercise in Kismayo about IDP settlements in the area called Dalxiiska, which is located to the Northern part of Kismayo, shows that the relationship between host communities and IDPs is very positive: “31% of respondents stated that the relationship was very good; 33% that was good, and 36% that is was fair” (Somalia Shelter Cluster 2016d). “None of the respondents stated that the relationship was bad or very bad” (*ibid.*). The mapping, however, acknowledges that “the fact that IDPs and host community members were often both present during discussions may have skewed the accuracy of these responses.” (*ibid.*). All stakeholders in Kismayo that participated in the consultation workshop concurred that IDPs and returnees are accepted in the communities where they live. Nevertheless, existing evidence is still anecdotal. Technical staff from the validation workshop suggested that data is not enough and that there is need to carry conflict analysis also in relation to this indicator.

Opportunities

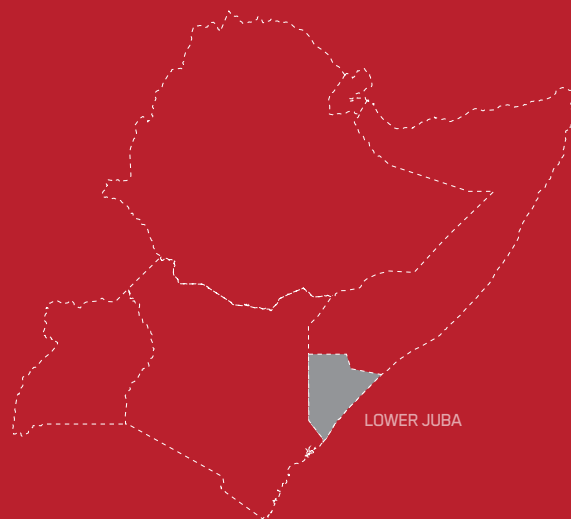
The mapping of interventions in Lower Juba shows that there are not many interventions that address social cohesion. This is probably due to the fact that the number of returnees is still relatively small. It may also be that activities for social cohesion are part of wider programmes. Still, it seems current interventions are not adequate to cope with a possible sharp deterioration of the situation, in case of a sudden increase of the number of returnees, as well as IDPs.

On-going conflict analyses, such as the one being carried out by the Danish Demining Group (DDG), will shed some light on the current status of relationships and trust between host communities and returnees and IDPs. These analyses will hopefully also ascertain to what extent the return process is altering the demographics in Lower Juba, and, therefore, the delicate balance of power among clans.

Aid agencies should prepare contingency plans and should be ready to invest more in interventions that are aimed at restoring trust and relationship between host communities and returnees/host, should the upcoming analyses show that stigmatization is on the rise and acceptance is less common.

Agencies with a mandate on service delivery and livelihoods may not have the expertise to address issue of social cohesion. However, the success of their (re)integration heavily depends on their capacity to deliver assistance without fuelling conflict and tensions. For this reason, it is strongly recommended that these agencies partner with more specialized organizations that have expertise on conflict management to ensure that their programmes are conflict-sensitive and can contribute to improve social cohesion. Indeed, as expressed by participations in the validation workshops, social cohesion is key to achieve durable solutions processes. Therefore it is really urgent to have interventions that address these indicators.

SOLUTIONS FRAMEWORK LOWER JUBA REGION SOMALIA 2016



MATERIAL SAFETY



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

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

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

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

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

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

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



Access to Livelihoods (Job creation and income generation)

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

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

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

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



Housing, Land & Property

Percentage of IDPs/returnees with adequate housing (overcrowded housing/shelter and/or precarious structure and/or at risk of sudden eviction) in comparison to the resident population

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

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

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

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

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

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

MATERIAL SAFETY

Analysis

The mapping of interventions currently on-going in Lower Juba shows that many of the Solutions framework indicators under material safety are being targeted. This is especially the case for access to basic and social services, though to a lesser extent for access to livelihoods. In Lower Juba, mainly in Kismayo town, a number of humanitarian NGOs and UN agencies have been particularly active in supporting the local population and IDPs with the provision of basic services. Moreover, several resilience NGOs consortia, such as Building Resilient Communities in Somalia (BRCiS), Somalia Resilience Programme (SomRep) and Social Safety Net Programme (SSNP), are helping local communities to become more resilient.

That said, the analysis of the status shows that many indicators are not being met, and that there are considerable obstacles that have to be removed if durable solutions have to be achieved.

Limitations

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

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

Gaps and Obstacles

Most of current interventions have a short-term emergency focus because they receive less-than-a-year humanitarian funding (resilience consortia are an exception as they receive multi-year and multi sectors funding). As a result, current interventions can only offer a temporary relief, as their timeframe and scope are not long enough and wide enough to tackle the root causes of displacement.

Similarly, current safety nets interventions are based on cash programmes that are both short-term and narrow in scope. These interventions usually target very specific geographical areas and demographic groups for a limited period of time. However, their short-term nature limits their potential for a long-lasting impact. Moreover, they may inadvertently create social tensions, as groups that do not benefit from cash transfers (for example host population or hard-to-reach rural communities) may not understand why other groups do receive assistance (for instance, returnees or IDPs).

Opportunities to inform immediate reintegration needs and longer term programing

This section suggests areas that should be prioritized in the immediate term in order to reverse negative trends that disproportionally affect displaced populations.

First, UNHCR should do more to ensure that returnees receive the full return package, and not just part of it, as it is happening now (to date, returnees have not received yet the shelter grant and the education grant). UNHCR should also ensure that all returnees receive the same package regardless of the timing of their return, in order to avoid misperceptions among returnees that some groups are treated differently.

Second, there is need to invest more on income generation and job creation programming. To ensure the sustainability of aid-funded interventions, implementing agencies should work in close partnership with the private sector. There are already examples of collaboration between aid agencies and private sector actors,

mainly around training and job placement opportunities, but often this collaboration terminates when a project ends. A more sustainable approach would envisage a situation where private sector actors would co-fund sound projects that are implemented by aid agencies (This would allow the private sector to continue reaping the benefits of these projects after aid funds will terminate.)

Third, donors and implementing partners should invest more in access to basic and social services, namely education, health, water/ hygiene and sanitation, and shelter. Implementing partners should keep a balance between supply-side of services and demand-side for services. Whenever possible, they should boost the demand-side for services by providing conditional cash/vouchers to targeted families. Donors and implementing partners should prioritize long-term “universal” safety net programmes that work in partnership with private donors and diaspora to avoid targeting gaps or overlaps and ensure that every eligible household benefits from adequate support.

Finally, humanitarian interventions should explore innovative ways to create convergence of their objectives with the objectives of recovery/development interventions. This could be done, for example, by setting conditional cash transfers for “collective action” in order to encourage community members to mobilize resources for communal projects. Recovery/development interventions would, in turn, build their governance-oriented interventions on an increased collective action capacity and trust among communities.

ADEQUATE STANDARD OF LIVING

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

Overall Rating and standard(s): The indicator is rated red/orange. Existing data suggest that IDPs are more insecure than the rest of the population. However, current interventions mitigate the effects of low food consumption by increasing access to food. It has to be noted that there is no disaggregated data for returnees, so the rating is based on data for the general population.

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

IPC is a set of tools and procedures to classify the severity of food insecurity using a widely accepted five-phase scale.⁶ IPC is used by the of the Food Security and Nutrition Analysis Unit (FSNAU), a project of the Food and Agriculture Organization (FAO), and the Famine Early Warning Systems Network (FEWS NET), a project funded by USAID.

Analysis: According to FSNAU data and analysis, in Lower Juba region 43,000 people are likely to face acute food security crisis (IPC3) through December 2016, whereas 1,000 people are likely to face acute food security emergency (IPC4). Moreover, 124,000 additional people are categorized under the Stressed category (IPC Phase 2) (FSNAU 2016d). At national level the combined figure of people that are likely to face acute food security Crisis and Emergency through December 2016 is 1,139,000; this would represent a 20 per-cent increase from Feb-Jun 2016. The figure at country level for people under the Stressed category almost reaches 3.9 million.

IDP population appears to be particularly affected. Accordingly to an FSNAU overview of food insecurity in July 2016, IDPs camps in Kismayo and Doble were the only areas of Lower Juba region that fell under the Crisis phase as of July 2016 (FSNAU 2016b). Their situation is not likely to improve. The likely scenario for the period from August to December 2016 puts the IDPs camps in the same Crisis phase, together with Jamaame district (FSNAU 2016c). The food consumption score of IDPs in Kismayo appears to be high enough (92%), especially when compared to food consumption of IDPs in Dolow, Baidoa, Berbera and Hargeisa, which is classified by FSNAU from Poor to Borderline. Still, IDPs in Kismayo are vulnerable to food insecurity since IDP household food spending is more than 75% of their income. (FSNAU presentation 20 September 2016, Nairobi).

⁶ At the area level, it divides areas into the following phases: IPC Phase 1=Minimal; Phase 2=Stressed; Phase 3=Crisis; Phase 4=Emergency; and Phase 5=Famine.

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

Overall Rating and standard(s): Indicator is rated red. Existing data suggest that higher percentage of IDPs is affected by malnourishment than the rest of the population. It has to be noted that there is no disaggregated data for returnees, so the rating is based on data for the general population.

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

Analysis: According to FSNAU, acute malnutrition has worsened and remains high in many parts of Somalia. “The Global Acute Malnutrition (GAM) prevalence among Kismayo IDPs (14.5%), as well as Mogadishu IDPs (14.7%), is close to the 15 per cent Critical GAM threshold and these settlements also deserve attention” (FSNAU 2016d). FSNAU reports point out that “Dhobley IDPs (Lower Juba Region) have Critical rates of acute malnutrition and are considered hotspots in need of urgent nutrition and health support interventions” (*ibid.*). (A nutrition situation is considered Critical when Global Acute Malnutrition (GAM) prevalence is 15 per cent or higher.). Note: this indicator was introduced after the consultation workshop in Kismayo, following recommendations from technical leads at the validation workshop.

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

Overall Rating and standard(s): Indicator is rated orange. There are a number of WASH (Water, Sanitation and Hygiene) interventions that improve access to water and sanitation. That said, many of these interventions are concentrated in urban areas and few accessible villages, which means that access to water and sanitation, and level of hygiene, is not adequate in rural areas. It has to be noted that there is no disaggregated data for returnees, so the rating is based on data for the general population.

Applicable standards for rating: Sphere Minimum Standards on WASH.

Analysis: With regard to water, according to the assessment of IDPs in Kismayo done by JRIA, “a great proportion of the internally displaced persons have access to protected water sources” (JRIA 2016b). “A total of 65% of the respondents reported that they get water from protected sources while 23% get their water from unprotected sources” (*ibid.*) The remaining “8%, 3%, 1% reported that their main source of water was: shallow wells, water kiosks, and water trucking respectively” (*ibid.*). The assessment concludes that “this makes IDPs not highly vulnerable to waterborne diseases” (*ibid.*) On the other side, a multi-sectorial assessment carried out in Kismayo by NRC, shows that “only 13.1% of the population accessing 15 litres of water both for drinking and other uses per person per day as recommended by SPHERE standards, while 15.7 % have storage of more than 90 [litres] of water at household level at the date of the interview, though this could be attributed to the use of same containers for both collection and storage” (NRC 2016a).

With regard to sanitation, the same assessment states that “59.3% and 28.3 % of the respondents use communal latrine and shared family latrine respectively, [...] 73.2% can access the latrines during at night and there is no safety and security related issues encountered by the respondents” (*ibid.*). The assessment concludes that “sanitation coverage in Kismayo is not badly off considering [that] 38% are household latrines shared by only one household and [that,] in total, 79% of the population have met the minimum recommended standard of 1:20 sharing ratio per latrine” (*ibid.*). The assessment states that this “indicates improved sanitation”, although it cautions that “44.7 % of the latrines are located more than 15 [metres] from the households, way far below recommended SPHERE standard for the distance” (*ibid.*).

With regard to hygiene, the NRC assessment reports that “knowledge and practice of hand washing with soap is good [...] as most of the respondents indicated washing hands with soap can prevents disease, kills bacteria as well as cleanliness” (*ibid.*).

Consulted stakeholders felt that access to water, sanitation and level of hygiene is not adequate in rural areas (although they acknowledged that the situation is better in Kismayo town). Other stakeholders pointed out that IDPs and returnees face more challenges than local residents, as they may be less organized than local residents. Some participants felt that available data was not sufficient; this perception of lack of information may be explained by the fact that there are a number of assessments that look into the situation of IDPs in urban areas, but do not analyse the situation in rural areas and the situation of returnees.

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

Overall Rating and standard(s): This indicator is rated red/orange. Data shows that access to health is generally very low despite number of interventions in the sector. It has to be noted that there is no disaggregated data for returnees, so the rating is based on data for the general population.

Applicable standards for rating: Sphere Minimum Standards on health.

Analysis: According to a recent update from the health cluster, “the population in Kismayo is rising rapidly due to returnees from Kenya, flood affected people along the Juba River and other people from the neighbouring villages. Health services are limited and this has resulted in shortage of drugs (Somalia Health Cluster 2016). An assessment of IDPs in Kismayo claims that “a total of 54% of the respondents indicated receiving treatment from hospitals whereas almost 30% of the respondents reported having received no medical care at all” (JRIA 2016b). Data at country level from that Displacement Tracking matrix shows that “in 57 (47.8%) collective IDP settlements out of 119 had no access to health facilities” and that “in 33 (27.7%) settlements, the health facilities were within 3km from the settlement” (IOM 2016a).

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

Consulted stakeholders expressed different views. Some stakeholders highlighted that Kismayo hospital provides free health services, notably in maternal health care. Other stakeholders acknowledged that there are hospitals in Kismayo town but pointed out that access to health care is inadequate in rural areas and that poor segments of resident population, IDPs and returnees may not be able to access to health care services beyond maternal health.

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

Overall Rating and standard(s): Indicator is rated red/orange. Data suggests that access to education is generally low. However, the impact of current interventions is significant.

Applicable standards for rating: Minimum Standards on Education in Emergencies.⁷

Analysis: Data from an education needs assessment recently conducted by JRIA in Kismayo shows that “only 9.37% of the total returnees’ children in the school going age bracket has attended schools, whereas 90.63% are out the schools and have not yet joined any school” (JRIA 2016a). The assessment points out that “some of these children who are in school pay school fees since they learn in privately owned schools while others learn free in schools which are managed by humanitarian NGOs” (*ibid.*). According to the assessment, “the main factor that has caused the returnees’ children not to join schools is unaffordability of the parents to pay the school fees” (*ibid.*).

⁷ See http://www.unicef.org/violencestudy/pdf/min_standards_education_emergencies.pdf for more information, accessed 25 April 2016

Relative to IDPs, data from a multi-sectorial assessment conducted by NRC in Kismayo shows that “in most of the IDP settlements assessed 68.8% reported lack of schools in their camps in Kismayo; despite presence of schools in some settlement, not all children in the settlements access education” (NRC 2016a). “Financial constraints proved to be the major factor why IDP children did not regularly attend schools (*ibid.*). The IDPs assessment form JRIA points out that “[religious] education was the most common of education received by most of the IDPs as 46% of the respondents indicated that they had received Quranic education (JRIA 2016b). Stakeholders acknowledged that there is a variety of schools in Kismayo as well as in other districts, but pointed out that the number of primary and secondary schools is not sufficient, that the number of schools that offer formal education is even more limited, and suggested that more investment is needed.

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

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

Overall Rating and standard(s): Indicator is rated orange/green. Returnees have generally good access to cash/in-kind transfers from aid agencies. They are as likely as any other resident to receive remittances from relatives abroad.

Analysis: UNHCR has allocated a supplementary budget of USD 115,4 million for July-December 2016 to address the needs for 50,000 Somali refugees in Kenya who are likely to return to Somalia. The return assistance package is composed of the following: reinstallation grant of USD 200 per person regardless of family size; subsistence package, that is a monthly instalment of USD 200 per family for six months; food assistance, that is a monthly food ration, which has been increased to the full minimum expenditure basket and extended from 3 to 6 months; education grant of USD 25 a month per child for 4 months; an improved standard Non-Food Items (NFI) package; a shelter package up to USD 1,000 per family (this is currently under discussion) (UNHCR 2016d).

Consulted stakeholders concurred that returnees have in general good access to cash/in-kind transfers from aid agencies and that they are as likely as any other resident to receive remittances from relatives abroad, although some participants suggested that a lower share of IDPs have access to cash transfers. That said, there is no agreement on whether the return assistance package is adequate. A position paper from NRC claims that the return package is considered by the Jubbland administration to be “insufficient for the returnees to re-establish themselves and fully integrate” (NRC 2106b).

Regardless of considerations about duration and size of the return package, it has to be noted that there are discrepancies in the way returnees receive assistance. Returnees that have returned before the new package was put in place received a smaller assistance package than the current one. At the same time, the current caseload of returnees has not received yet the shelter and education grants, which will be probably made available only to new returns.

Opportunities

With regard to food security, there are a number of interventions aimed at increasing access to food. However, it has to be considered that many of these interventions have a limited time frame. If the negative effects of draught persist, or if there is a sudden increase in the number of IDPs and returnees, the situation may even worsen. To avoid any deterioration, and to ensure improvements, there is need to have more long-term interventions for agricultural support. Some of these interventions are in the pipeline in Lower Juba, so there are some opportunities for positive change.

With regard to malnutrition, analysis of data on malnutrition shows that IDPs faces challenges. The same can be said for the most vulnerable segments of returnee population. There is a risk that the situation may deteriorate due to a sudden increase of IDPs and returnees and further stresses, if accompanied by a drop

of funding. However, current opportunities for change are limited as there are not many interventions that address this indicator. The NDP reports that the “Joint Health and Nutrition Programme (JHNP) aims to support sustained and improved reproductive, maternal, new-born and child health (RMNCH) and nutrition outcomes for Somali women, girls, children and their communities” (FGS 2016a). This programme is definitely a positive intervention, and more should be done to ensure it reaches out to IDP and returnees populations outside urban areas. Moreover, to avoid a further deterioration, there is need to have a more concerted effort between humanitarian agencies and development agencies. Malnutrition, as well as food insecurity, is a recurrent problem in Somalia. A short-term approach may not be enough to tackle the root causes of the problem.

With regard to water, sanitation and hygiene, there is opportunity for change since there are a number of interventions in the WASH sector. Moreover, the Somalia Infrastructure Fund (SIF) has investments on water and sanitation in the pipeline (although it has been seen whether SIF-funded infrastructures will target Lower Juba region). There are also opportunities for public-private partnerships. That said, rural areas will still experience a lower level of access to water, sanitation and hygiene practices, unless upcoming investments are able to expand their geographical coverage. As such, priority should be given to those interventions that adopt a long-term focus and are able to target rural areas as well.

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

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

With regard to safety nets, there is a number of on-going interventions that are aimed at providing safety net for vulnerable population. The most notable intervention is the return package for voluntary returns. Moreover, there are other cash-based programmes that support IDPs and vulnerable resident population. That said, the support provided by these intervention has a short duration, normally between 3 and 6 months. Even if new funding will be available for 2017, the new projects will likely target different beneficiaries. This means that there is a risk that current beneficiaries especially returnees, will face a dramatic drop of income as soon as the cash transfers will end. There are already concerns that the poorest returnees will join IDPs in the camps. To minimize this disruption, it is paramount that resilience-oriented interventions start targeting returnees with training and income generating activities well before cash grants terminate. This is to allow returnees to smoothly transitioning from cash assistance to more sustainable livelihoods opportunities.

ACCESS TO LIVELIHOODS

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

Overall Rating and standard(s): This indicator is marked white. Although government representatives point out that there are not legal or administrative obstacles, there is not sufficient data to make a firm conclusion about *de-facto* obstacles.

Analysis: The FGS policy on displacement takes a commitment towards the “re-establishment of livelihoods, creation of alternative livelihood options and inclusion in social welfare schemes.” In line with this, consulted stakeholders pointed out that there are not legal or administrative obstacles for returnees and IDPs. However, there is no data available to firmly conclude that returnees or IDPs do not face any obstacle to employment or economic activity. It may be possible that even if there is not any administrative or legal obstacles, IDPs and returnees still face other hidden obstacles. More research on this will be needed.

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

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

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

There is no data for returnees and IDPs, which means that it is not possible to reach any conclusion on unemployment among returnees compared to the resident population. It can be assumed that those returnees who are not able to return to their areas of origin are likely to face similar challenges as IDPs. However, detailed figures on the current status of returnees are not available. This lack of data on returnees will be addressed as agencies that implement the UNHCR-led return programme are currently carrying out surveys of returnees a few months after they returned. The first results of the post-return monitoring should be available by the end of 2016.

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

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

Analysis: Relative to IDPs, data at country level from the Displacement Tracking Matrix shows that in 97 (81.5%) settlements, the main income generating activity was casual labour mainly in Belet Weyne, Borama, Dolloow, Jowhar and Kismayo (IOM 2016a). The report from IOM on youth employment provides some analysis on the status of the economy in Somalia. According to the report, “the Somali economy has shown positive development over the last three years” (Altai and IOM 2016). Companies have opened or reopened, and several private actors called this period a “revival”. That said, it is unlikely that IDPs will benefit from this “revival” (*ibid.*). The report revealed “an increasing demand for educated staff, even for low-level jobs” and points out that “in a competitive environment, Somalis with no education find themselves at a great disadvantage, and this tendency in turn affects a significant segment of the youth population that has not had the opportunity to go to school” (*ibid.*). On the basis of this, it can be assumed that IDPs have less access to sustainable employment conditions compared to local residents, as IDPs are generally less educated than local residents. However, the same cannot be said for returnees, who may have a comparable level of education of local residents (if not higher, in some cases). More research on this will be needed.

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

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

Analysis: The National Development Plan reports preliminary findings of the High Frequency Survey of 2016, which indicate that on average 69% of the Somali live below the poverty of \$1.9 per day (FGS 2016a). Relative to Lower Juba, NRC multi-sectorial assessment in Kismayo provides some data that could give a sense of poverty level among IDPs in Kismayo: (i) major income sources: casual labour (40.2%), no income (36%), petty trade (9.4%), sales of firewood/charcoal (5.2%); (ii) major expenditures: food (35.9%), water (27.6%), cooking fuel (11.8%), health and hygiene (8.7%), clothing (7.1%), debt payment (6.1%) and other expenditures (1.1%); (iii) major sources of food: purchases (60%); borrowing/debts (55%), gifts (18.4%), and fishing/hunting/gathering (24.4%) (NRC 2016a). In terms of crop production, the assessment shows that the “ability to plant next season is at 16.0% of the population”, while in terms of livestock holdings the assessment states that “livestock ownership stands at 10.8% of the population surveyed” (NRC 2016a). While this data gives some useful insights, it is still not enough for the purpose of rating the above indicator (here it cannot be assumed that returnees are affected by poverty as much as IDPs). For this indicator it is needed to have figures for all demographic groups (resident population, IDPs and returnees) that use the same definition of poverty. Upcoming household surveys from World Bank will address this knowledge gap.

Opportunities

The fact that the government has a policy on displacement, which includes livelihoods for returnees and IDPs suggests that there are opportunities for improvement relative to employment opportunities for IDPs and returnees. That said, the existence of a policy is not enough, if this is not accompanied by an allocation of sufficient resources. There are number of on-going livelihoods and employment generation interventions. However, their short time frame will likely limit their potential impact.

There is need to have income generation activities and youth employment programmes that have a longer time-frame and have the potential to provide long-lasting opportunities for targeted beneficiaries. There are a number of initiatives in the pipeline but most likely they will not be sufficient to target all IDPs and returnees population that are currently struggling to get sustainable employment conditions. To overcome these challenges, aid agencies need to adopt fresher approaches that leverage on the important, but still partial, role, played by diaspora. Somali diaspora provide a lifeline support to their relatives in Somalia by remitting some US\$1.3 billion a year. However, poorer families who do not have relatives abroad do not benefit from remittances. Aid-funded safety net could ensure that some of the remittances also go to poorer families without relatives abroad. In addition, aid agencies need to boost closer partnerships with the private sector in order to increase the scope and effectiveness of their interventions.

HOUSING LAND AND PROPERTY

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

Overall Rating and standard(s): This indicator is marked red/orange. Data and consulted stakeholders suggested that housing is not adequate for IDPs, as well as for poorer returnees. That said, the government has allocated land for IDPs and returnees, which means that situation in Kismayo is better than other regions in Somalia.

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

Analysis: According to the assessment of IDPs from JRIA, almost 70% of the respondents live in Buuls while 12% live in tents. “About 10% and 5% of the respondents live in tins-built and traditional houses respectively” (JRIA 2016b). A very small proportion live in brick houses with a negligible (0.2) of the respondents not having any type of structure for shelter” (*ibid.*). Data at country level from the Displacement Tracking matrix shows that in 87 (73%) assessed settlements shelter was identified as the most needed humanitarian support. “Repair materials for shelter specifically plastic sheeting was the most needed in Borama (100%), Belet Weyne (86.1%), Balcad (75%) followed by safe cooking facilities at collective settlements (73 settlements)” (IOM 2016a). According to consulted stakeholders, a high percentage of IDPs, and presumably returnees, do not have adequate access to shelter. All stakeholders felt that housing is not adequate and that there is need to invest more in shelter sector. The government has allocated land for IDPs and returnees, but it has to be seen when and how shelters will be provided to people in need.

Indicator 18: *Existence of effective and accessible mechanisms to ensure access to land and/or secure tenure*

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

Analysis: According to the NRC multi-sectorial assessment of IDPs in Kismayo, “52.5% of the respondents feel secure against evictions, 14.7% felt neither secure nor insecure against evictions, 12.1% felt very insecure against forced evictions, 11.3% felt very secure against evictions and 9.4% felt insecure against evictions” (NRC 2016a). According to the analysis of the Displacement Tracking Matrix, “IDP site leaders reported that evictions were unlikely and did not anticipate evictions in the near future” (IOM 2016a). Data from the Eviction Tracker matrix shows 3 cases of eviction in the period from January to September 2016 that has affected 71 households in Kismayo, or 426 individuals (IOM 2016a). In one case notice of one week was given, whereas in the other two cases no notice was given (*ibid.*). Government officials stated in the consultation workshop that “land is available and that the government can put in place mechanisms for land registration” and highlighted that eviction is mainly related to occupancy of public land/buildings. Technical staff from aid agencies acknowledged that there are mechanisms in place for land registration, but pointed out that IDPs and returnees do not have adequate access to these mechanisms.

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

Overall Rating: Indicator is marked white with grey dots. Some data exist but it is incomplete.

Analysis: Consulted stakeholders pointed out that there are mechanisms to resolve claims. Government officials, as well as representatives from civil society and IDPs, concurred that existing local/informal mechanisms are effective (i.e. verification and triangulation with immediate neighbours). However, there is no data that can ascertain to what extent these mechanisms are effective or inclusive.

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

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

Analysis: According to NRC multi-sectorial assessment in Kismayo, “land tenure is a significant challenge to the most IDPs in Kismayo” (NRC 2016a). The assessment points out that “almost 90% of IDPs do not have land documentation and have been forced to move from one site to another by the government and landowners mostly from Diasporas wishing to invest in the city” (*ibid.*). Data on general population shows that “21.8% of the respondents possess land tenure documents while 78.2% lack land tenure documentation” and that “100% of respondents [who] had land tenure documents [held document that were] valid for a period of 4 to 5 years” (*ibid.*). “60.2% of the respondents [with] land tenure documents [had them] in the name of their husbands, 20.5% of the respondents had the documents in the names of their wives and 19.3% had land tenure documents in both the husband and wife’s name” (*ibid.*). Consulted stakeholders in Kismayo provided

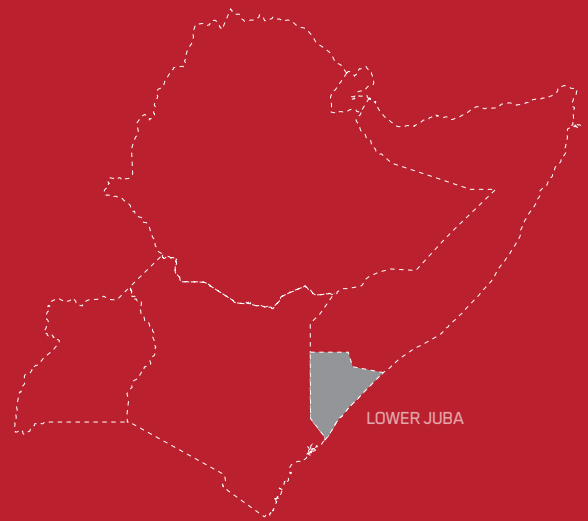
a more positive picture. Similarly to the indicator above, they pointed out that there are mechanisms to resolve claims. However, existing data is incomplete or findings are not conclusive.

Opportunities

Relative to housing there are number of interventions that are aimed at providing shelter to IDPs and returnees. That said, their current size and scope may not be adequate to cope with current and future influx of people. Moreover, cash/in kind support under the return package has not been disbursed yet. The situation can improve, but the current response has to be scaled up in time. A number of questions will have to be solved first, notably the feasibility of building settlements in the land allocated by the government and the modalities to provide shelter support to returnees.

Relative to mechanisms to ensure access to land and/or secure tenure and to resolve claims, the mapping of interventions in Lower Juba shows that there are not many interventions that can address this indicator. These interventions are usually part of larger programmes on access to justice or economic development. These long-term interventions are not yet operating in full scale in Lower juba, although they plan to scale up in 2017. Providing that new and focused long-term interventions are scaled up in Lower Juba, the situation may improve, especially because the capacity of government is likely to increase over time.

SOLUTIONS FRAMEWORK LOWER JUBA REGION SOMALIA 2016



LEGAL SAFETY



Access to Documentation

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

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



Family Reunification

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

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

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



Participation in public affairs

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

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

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



Access to Effective Remedies & Justice

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

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

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

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

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

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

LEGAL SAFETY

Analysis

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

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

Limitations

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

- Percentage of IDPs/returnees who consider that the violations suffered have been effectively remedied and a sense of justice restored, compared to local population;
- Existence of accessible mechanisms that have the legal mandate and actual capacity to provide IDPs/returnees with effective remedies for violations suffered, including violations committed by non-state actors;
- Percentage of IDPs/returnees who accessed formal or informal/traditional justice mechanisms last time they needed it, compared to local population;
- IDPs/returnees face no legal or administrative obstacles that prevent them from voting, being elected or working in public service compared with resident population;
- Existence and effective accessibility of mechanisms to obtain/replace documents for IDPs/returnees bearing in mind the local context;
- The number of IDP/returnee children or other dependent persons who have not yet been reunited with their families relative to total displaced population size;
- The number of unaccompanied and separated IDPs/returnee children for whom a best interest determination is needed but has not been conducted;
- Accessible and efficient mechanisms have been put in place to reunite IDP/returnee separated family members.

Gaps and Obstacles

There are gaps in terms of data collection since most of the available data does not disaggregate for demographic groups. Similarly to physical safety, there is data and information on IDPs and returnees relative to legal safety, but this is collected in surveys that target only IDPs, or returnees, and do not look at the general population. Like interventions for physical safety, many of the current interventions under legal safety do not adopt a displacement focus.

Opportunities to inform immediate reintegration needs and longer term programing

Donors and implementing partners should scale-up community-driven reconstruction/development (CDR/CDD) programmes that have a clear focus on displacement-affected populations. As it will be explained in the sections on recommendations, CDR/CDD interventions offer the potential to achieve a convergence between short term and long term objectives.

ACCESS TO EFFECTIVE REMEDIES AND JUSTICE

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

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

Analysis: Stakeholders in the consultation workshop in Kismayo felt that the indicator is generally met. Indeed, the FGS policy framework on displacement commits to “deploy [...] trained police forces to areas of return or local integration and set [...] up operational police stations and posts accessible to IDPs and returning refugees” (FGS 2016b). Technical staff from the validation workshop agreed that IDPs and returnees have same access to justice as everybody else. That said, it is not known whether IDPs and returnees consider that violence suffered had been effectively remedied. Existing data is incomplete or findings are not conclusive.

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

Overall Rating and standard(s): This indicator is marked white with grey dots. Some data exist but it is incomplete to be able to rate the indicator.

Analysis: In Somalia three systems of law coexist: secular, sharia and customary (xeer). Xeer and sharia laws are dominant in rural areas where access to the formal system is limited. A lack of harmonisation in how the systems interact, address crimes and resolve disputes prevents consistent and transparent delivery of justice. The UN claims it will be difficult to rebuild a coherent and nationally applied judicial system, given the multiple, overlapping and sometimes contradictory legal systems (UN Women 2015). Government officials stated in consultation workshop in Kismayo that mechanisms are in place. Indeed, the FGS policy framework on displacement shows a commitment to ensure that “IDPs have access to justice and legal aid in areas they find a durable solution” (FGS 2016b). That said, government officials added that there is need for outside technical and financial assistance. Existing data is incomplete as there is no data regarding IDPs and returnees.

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

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

Analysis: It appears that there is no consensus on this indicator. Stakeholders consulted in Kismayo point out that the indicator is generally met. However, some studies reach different conclusions. According to an assessment of fragility and migration in Somalia, “rule of law issues affect certain groups disproportionately, including IDPs, minorities and women” (Avis & Herbert 2016). The study highlights that “IDPs face discrimination because of their socioeconomic status” and adds that “they often lack awareness of legal rights and the means to afford justice-related costs” (*ibid.*). It points out that “abuses of IDPs take place in a general context of impunity” and that “minorities, including smaller clans, have also been affected” (*ibid.*). The assessment cites sources that claim that the “number of clan-based expulsions, particularly those carried out against minorities, is high” (*ibid.*). It then conclude that “further to this, a consequence of the non-unified judicial system is denial of the right to equality, equal protection and access to justice by all, under conditions of equality before an independent judiciary” (*ibid.*). Technical staff from aid agencies concurred that IDPs and returnees have the same rights as the local population but acknowledged that poor segments of the local population or rural communities may not have access to the formal justice system (although they likely have access to informal/traditional justice systems). To conclude, there is need to carry out further studies to ascertain the extent of the problem.

Opportunities

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

PARTICIPATION IN PUBLIC AFFAIRS

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

Overall Rating and standard(s): Indicator is marked white. Although government representatives point out that IDPs and returnees do not face any obstacles, there is need to investigate more, since data is not available.

Analysis: Consulted stakeholders agreed that IDPs and returnees have the same rights as the local population. They stressed that elders from returnees are part of the delegates that will place their vote in the current elections. However, the relevance of this indicator for Somalia was questioned by some of the technical staff from aid agencies. Data is not available for IDPs and returnees.

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

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

Applicable standards for rating:

- Article 10(1) of the Banjul Charter states, “Every individual shall have the right to free association provided that he abides by the law.”
- Articles 19-21 of the ICCPR state, “Article 19
 1. Everyone shall have the right to hold opinions without interference.
 2. Everyone shall have the right to freedom of expression; this right shall include freedom to seek, receive and impart information and ideas of all kinds, regardless of frontiers, either orally, in writing or in print, in the form of art, or through any other media of his choice.
 3. The exercise of the rights provided for in paragraph 2 of this article carries with it special duties and responsibilities. It may therefore be subject to certain restrictions, but these shall only be such as are provided by law and are necessary:
 - (a) For respect of the rights or reputations of others;
 - (b) For the protection of national security or of public order, or of public health or morals.
- Article 20
 1. Any propaganda for war shall be prohibited by law.
 2. Any advocacy of national, racial or religious hatred that constitutes incitement to discrimination, hostility or violence shall be prohibited by law.
- Article 21

The right of peaceful assembly shall be recognized. No restrictions may be placed on the exercise of this right other than those imposed in conformity with the law and which are necessary in a democratic society in the interests of national security or public safety, public order, the protection of public health or morals or the protection of the rights and freedoms of others.”

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

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

Overall Rating and standard(s): Indicator is rated orange. Stakeholders stated that the indicator is only partially met. Data on IDPs point in the same direction.

Analysis: Stakeholders in Kismayo highlighted that reconciliation processes are led by elders and prominent people who know the local context. As such, returnees may not be involved in local reconciliation initiatives, although they may be involved in local decision-making processes. There is no specific data for Kismayo but some preliminary conclusions can be drawn from studies in other areas. According to IDP profiling in Mogadishu, “on a whole, IDPs are generally disenfranchised from current political processes and generally do not see reason enough to prioritize participatory rights as this is not perceived to have a direct impact on improving their situation” (Joint IDP profiling Service 2016). The report adds that “overall, participating in public and political affairs was not perceived as a way to improve the general situation for IDPs” (*ibid.*). That said, “some participants did mention that they would participate if they were invited because they wish to partake in decision-making regarding the country’s future” (*ibid.*). The most common reason cited was the poverty among displaced populations; “IDPs are neither wealthy enough to matter to politicians, nor do they have sufficient funds to participate” (*ibid.*). The second reason was the risk that participating in politics would result in exposure to different armed organizations.

Opportunities

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

ACCESS TO DOCUMENTATION

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

Overall Rating and standard(s): The indicator is marked white. The perspective of stakeholders in Kismayo (green) differ from the perspective of technical staff (orange/red). Data is not sufficient to reach any conclusion.

Analysis: Government officials present at the workshop stated that mechanisms are in place, also for IDPs and returnees. Other participants, including IDPs representatives concurred. Indeed, the FGS policy framework on displacement commits to ensure “the free mobility for livelihoods and other purposes, including by facilitating documentation” (FGS 2016b). Technical staff from aid agencies acknowledged that mechanisms are in place, but pointed out the majority of the population still does not hold any documentation. Data is not available for IDPs and returnees.

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

Overall Rating and standard(s): The indicator is rated red/orange. Data for IDPs suggest that the indicator is not being met. But there are interventions addressing this indicator and stakeholders in Kismayo suggest that the indicator is somehow met.

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

Analysis: According to the multi-sectorial assessment in Kismayo by NRC, “8.9% of respondents possess legal identity documents while 91.1% lack legal identity documents” (NRC 2016b). Data shows that respondents possess different types of legal identity documents, as follow: family registration cards - 5.9%; former refugee cards - 5.9%; passport - 0%; individual identity card - 2.9%; other identity documents - 85.3% (*ibid.*). Technical staff from aid agencies shared same considerations as the indicator above, i.e. even if mechanisms are in place, the majority of the population still does not hold any documentation. Government officials acknowledged the gaps and pointed out that outside support will be needed.

Opportunities

There are not many interventions that directly address access to documentation. A possible explanation is that access to documentation is outside the scope of existing humanitarian interventions. The issue here appears to be more related to the capacity of the government rather than the existence of discriminatory practices or harmful legislations. While protection-related interventions have a mandate relative to the rights of refugees, IDPs and returnees to obtain documents, these same interventions may not have a sufficiently long time frame to support the government in building its capacity to issue documents to the entire population. That said, the fact that the government has policy in place suggest that positive changes are possible, especially when long-term governance oriented programmes expand their coverage to Lower Juba.

FAMILY REUNIFICATION

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

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

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

Analysis: According to NRC assessment in Kismayo, [there are reports] “that orphaned children living with extended family were being separated from their relatives and returned to Somalia alone” (NRC 2016b). “Despite the existence of a Best Interest Determination Committee in Dadaab, extended families are subjected to rigorous and bureaucratic processes to prove their relationship with minors in their custody, which has discouraged them from accessing return desks and forces them to return spontaneously” (*ibid.*). According to PRMN, “extended families allege [that] best interest determination/best interest assessments for the children returning to Somalia often excludes extended family members and in certain instances families have been separated hence forcing them to opt to return spontaneously for fear of being separated” (minutes of cross border meeting 29 October 2016). That said, consulted stakeholders felt that available data is not enough to ascertain the extent of the problem and concurred that there is need to have more detailed data.

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

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

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

Analysis: The FGS policy on displacement commits to put in place mechanisms for voluntary reunification of separated families (FGS 2016a). It appears that mechanisms are in place, but existing data suggest that separation is an issue. The problem needs to be investigated more.

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

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

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

Analysis: A recent paper from NRC takes positions on this issue. According to this paper, "the current process of returns does not protect vulnerable Somalis during repatriation" (NRC 2016a). The paper adds that, "for example, there are reports that woman and children are traveling without male relatives, and orphaned children living with extended family, have been separated from relatives and returned to Somalia alone" and that "refugees are also reportedly being asked to pay bribes to access repatriation services" (*ibid.*). That said, there is not sufficient data on this phenomenon. Stakeholders in the consultation workshop in Kismayo felt that data relative to this indicator is not available. Technical staff from the validation workshop pointed out that whichever data is available is not sufficient.

Opportunities

There are interventions relative to best interest determination of children. However, the extent of the problem may be higher than what current interventions can address. It appears that there are not many interventions that directly address issues around family reunification. These may be activities that are part of bigger programmes on governance and access to justice, and that have the potential to address this issue. Still, if this is the case, there is need for these programmes to adopt a displacement-focus and directly address issues around family reunification. Other protection-related interventions relative to accessible and efficient mechanisms for family reunification may be limited in terms of scope (i.e. support to individual cases, but not building the capacity of the Somali government) and duration, usually no more than a year. There is need to have gather more data relative to indicators on family reunification in order ascertain the extent of the problem and design appropriate long-term interventions.

CONCLUSIONS

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

The UN Resident Coordinator is championing a new approach for durable solutions that addresses the humanitarian-development nexus, and looks at the “contiguuum” rather than the “continuum” of stabilization, humanitarian and development activities in Somalia, building on the comparative advantages of various actors over time and over sector. (This new approach also envisages the establishment of a durable solutions and reintegration facility for Somalia.)

All this work will indubitably support the reintegration of refugee returnees as government and host communities get better prepared to receive the newcomers. Nevertheless, there are still areas that deserve better attention and a more coordinated effort. The section below will suggest how to address these areas.

RECOMMENDATIONS TO INFORM IMMEDIATE REINTEGRATION NEEDS AND LONGER TERM PROGRAMMING

The chapters above have provided a detailed analysis of gaps, obstacles and opportunities for each set of indicators for the three IASC criteria, namely physical, material and legal safety. This section provides an across-sector analysis of challenges and opportunities to achieve durable solutions. In order to address these challenges, the study will suggest three sets of recommendations.

The first set of recommendations is about adopting a durable solutions focus and joint area-based planning. The second set is related on processes and approaches on how to link humanitarian and development work. The third set of recommendations is related to sectors and areas of interventions that need to be prioritized. This last section provides a detailed explanation on the sectorial recommendations that have been outlined in the above chapters for each IASC criteria.

A. Adopting a joint integrated and multi sectorial programing

1. Donors and implementing partners should adopt a displacement focus and a common Durable Solutions framework to monitor progress and challenges

The analysis in the above chapters has shown that the available data is often not standardized nor disaggregated by demographic groups. This is particularly the case for returnees, as their number is still relatively small compared to the overall population (The problem is less significant for IDPs, since they represent a sizeable share of the Somali population.) With the exception of a few studies, current surveys, or analyses, usually look either at returnees, IDPs, or the general population, but rarely look at these three groups together. As a result, it is not always possible to understand to what extent displaced persons are being integrated in the society where they live. Probably because of the lack of comparative data on displaced persons, current interventions that target vulnerable segments of the general population often lack a displacement focus and are unable to meaningfully tackle issues related to displacement. (Of course, this is not the case for interventions that are meant to target returnees; however, these interventions usually do not target the rest of the population). For example, resilience programmes usually target communities based on several criteria ranging from accessibility to lack of basic services, but often do not target communities on the basis of the number of returnees they

host. (This is different for communities that are adjacent to IDPs camps, who can benefit, either directly or indirectly, from support provided by humanitarian agencies to IDPs living in camps.)

This approach would fall under the broader Age, Gender and Diversity approach, where data is disaggregated so that it is possible to make comparison between different population groups, whether on basis of gender, age, or any other criteria such as ethnicity etc. Because of the low number of returnees compared to the overall population, sampling techniques will have to be adjusted so that returnee population is statistically represented in the sample population. In this regard, it is paramount that agencies that have detailed information on where returnees live share non-sensitive data about returnees with agencies that routinely carry out surveys of general population.

In order to address these gaps, it is recommended that:

- Implementing partners adopt a displacement focus in data collection;
- Surveys be longitudinal and include representative samples of IDPs and returnees, as well as urban and rural populations;
- Data on post-return monitoring be standardized (in line with national household surveys) and made available.

2. Humanitarian and development actors should adopt joint analyses and joint area-based planning under the lead of the government, to ensure mutual accountability and sustainability, and to enhance the impact of interventions

Current and future projects and programmes that serve the vulnerable segments of the general population should adopt a durable solutions framework to support joint accountability and analysis to monitor progress and challenges. There is an urgent need to develop a system, or monitoring scheme, that standardizes the generation of relevant 'solutions' data, ensures its availability through a "public dataset" and strengthens the analysis. The system will ensure that returnees and IDPs are properly targeted based on how they fare compared to the local population. For example, if returnees, or IDPs, are proportionally more affected by poverty, or lack of access to basic services, than the local population, there will be need to tailor project interventions to proportionally target more returnees, or IDPs. On the contrary, if returnees, or IDPs, are equally affected as the rest of the population, then such targeted actions may not be needed. On the other hand, current and future project that serves a specific population group, whether IDPs or returnees, should ensure that members from the rest of the population that present the same level vulnerability are also included. (This could be the case of urban poor, that may be as vulnerable as IDPs, but do not benefit from any support because they happen to live outside the catchment area of IDP-oriented projects.)

Even with acceptance among stakeholders about the need to adopt a contiguuum approach, i.e. the "simultaneous occurrence of humanitarian aid, rehabilitation and development"⁸, there is little certainty on how the contiguuum approach will work in practice. It has to be reckoned that humanitarian and development aid may have conflicting objectives in the short-term. For example the necessity to quickly delivery services to needed populations versus more long term infrastructures and state-building efforts.

The findings of an on-going rapid urban planning assessment in Kismayo by the World Bank will be instrumental in creating a common understanding on which infrastructures and services should be prioritized in Kismayo.

By having development actors involved from the start, it is a key opportunity for them to include displacement related vulnerabilities in their programing and analysis, but also to complement humanitarian interventions by bringing development specialists to support the collective effort and inform medium to longer term planning, creating the space required to plan for durable solutions (Emergency deployment of non-emergency people to support early solutions thinking and planning, to ensure that early responses will build the ground for longer term programing: urban planners, community engagement specialists, etc.).

⁸ De Armiño, Karlos Pérez (2002). *Linking Relief, Rehabilitation, and Development in the Framework of 'New Humanitarianism'*. Bilbao: Institute of Development Studies and International Co-operation).

In order to address these gaps, it is recommended that:

- Donors and their implementing partners invest in strengthening national and local capacity to understand displacement and sustain solutions;
- Humanitarian, development and government actors use joint analysis under a common Durable Solutions Framework to achieve common understanding and coherent outcomes delivery;
- Humanitarian and development actors develop Joint Outcomes to support joint area-based planning, under the leadership of the government.

B. Adopting a stronger focus on ‘early solutions’

3. Donors and implementing partners should scale-up community-driven reconstruction/development programmes with a clear focus on displacement-affected communities, as a way to bridge humanitarian and development aid and to closely align humanitarian and development short-term and long-term goals.

The main approach underpinning community-driven reconstruction/development (CDR/D) interventions is a participatory decision-making process, which is accompanied by an allocation of funds to support communities to implement activities prioritized in the decision-making process. (Interventions that do not envisage an allocation of funds to be managed by community groups are usually referred to as “community-based”). In Somalia many organizations, both UN and NGOs, have implemented projects that rely on participatory approaches to ensure that the supported activities are in line with the needs of the target population. Within this larger group, there have been several organizations, namely CARE, IRC, DRC, and UNICEF, that have implemented community-driven initiatives that hand over to community groups the responsibility of managing funds. However, due to their governance or stabilization focus, these interventions often did not adopt a clear displacement angle, which means that they did not tailor their support on the basis of the intensity of displacement challenges faced by each target community. While these choices probably made sense when these interventions were designed, in the current context of expected substantial refugee returns, it is paramount that a displacement focus be adopted. New community-driven initiatives, such as the being led by the UN-Habitat and IOM, whose goal is the attainment of durable solutions in areas impacted by displacement and returns, are going in the right direction. However, community-driven initiatives alone are not enough, especially if they end up operating in isolation from humanitarian initiatives, on the one side, and development initiatives, on the other side. In order to allow a better alignment between divergent objectives, it is necessary that humanitarian interventions be adjusted so that they can create a conducive environment for community-driven interventions, and that community-driven interventions are designed in a way that they can create a conducive environment for governance interventions.

4. Humanitarian interventions should explore innovative ways to create convergence of objectives with recovery/development interventions, for example by promoting the use of conditional cash transfers for collective action.

Starting with humanitarian interventions, a possible way to create a closer convergence could be the creation of conditional cash grants for collective action that would allow beneficiaries to meaningfully participate to the community-decision making process. A study on IDPs in Mogadishu shows that IDPs enjoy limited participation in public or community meetings because they cannot join clan-based mechanisms to mobilize financial resources – this is due to their poverty or to the fact that they came from under-represented minority clans. A “cash for collective action” scheme could potentially overcome these obstacles.

Early solutions planning and programing needs to support initiatives that strengthen self-reliance and resilience of both displaced and host communities building on the existing and especially on the resilience agenda and architecture in Somalia. Resilience programing mainly focus on *material safety* in durable solutions language, so it is critical to build on that and add legal and physical safety components that are key elements to support (re) integration.

5. Implementing partners should work jointly with government and used government mechanisms when possible and donors should accept the inherent risks

It is acknowledged that the capacity of the government institutions is still limited. Given the context, implementing partners find it difficult to engage in a partnership with government institutions, especially when their implementation time-frame is short. However, this approach, while sensible in the short run, risks undermining the state-building effort.

New ways to work with the government should be explored. For instance, community-driven interventions should make sure that their reliance on traditional structures, as they are perceived to be more legitimate and effective, does not hamper the emergence of government structures. To overcome this problem, community-driven projects and governance interventions, such as the UN joint programmes, should adopt commonly agreed criteria to decide when government channels should be used to transfer funds meant for community projects. Similarly, implementing partners could set up dedicated joint bank accounts with line Ministries or local government for the joint implementation of projects.

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

6. Donors and implementing partners should prioritize long-term universal safety net programmes that work in partnership with private donors and diaspora

A new generation of safety net programmes should have country-wide coverage and have multi-year funding. These programmes should target all vulnerable sections of the entire population, including returnees, IDPs and host population from both urban and rural communities. A “universal” safety net programme will have the benefit of preventing displacement driven by poverty (whether poverty is because of lack of economic opportunities, natural disasters or even conflict). The targeting should be based on means testing methods combined with community-based targeting. A means-tested safety net for all vulnerable population groups is more ideal than safety nets that target separate population groups. For example, returnees may be vulnerable not because of their return status, but because of their status of poverty before their return. The same can be said for IDPs, who are likely not poor because they are IDPs, but are IDPs because they are poor. In the absence of a country-wide programme, agencies that implement cash based assistance could increase the current level of coordination to develop a coherent approach with a long term focus. Future interventions from resilience and development actors should build on the current financial infrastructures that have been used by UNHCR, WFP and their partners (for instance, the SCOPE registration system). On the other side, these agencies should facilitate the creation of a common database of target population that can be used and expanded by resilience and development actors. Fluctuations in the size of international funding could be offset by contributions from private donors and the diaspora. Diaspora has historically played a role in providing safety nets thanks to remittances they have sent for decades to their relatives inside Somalia. However, this informal system is based on family ties, and lacks universal coverage. As such, poorer families in Somalia that do not have relatives abroad have benefitted less from diaspora remittances. A universal safety net programme that attracts contributions from diaspora can overcome these shortcomings.

7. Donors and implementing partners should invest more on income generation and job creation programmes

A common database of target population (see above recommendation) would facilitate synergies among different type of interventions by allowing resilience and employment generation projects to provide capacity building and training to population groups that were targeted by humanitarian interventions. Investments on income generation and job creation should be done in partnership with the private sector to guarantee sustainability.

8. Donors and implementing partners should invest more on shelter, education and health, through an integrated access to services approach, inclusive of returnees, IDPs and host communities, and keep a balance between supply-side of services and demand-side for services

Providing adequate long-term multi sectorial funding to support administrations and communities that host returnees and IDPs is critical. This needs to be done in such ways that improve inclusive access to services and economic opportunities, including on housing, employment, education, access to health care and other vital public services

and infrastructure for all. Investing in youth and education is essential as failing the children and youth risks creating a lost generation and sets us on a path toward new conflicts and greater displacement in the future.

At the same time, there is a need to keep a balance between boosting the supply of services, on the one side, and enhancing the capacity of returnees, IDPs and host communities to access services. It has to be acknowledged that the provision of education facilities (that is building and rehabilitating schools and training teachers) may have limited effect in the enrolment of children of poor families, especially the case for girls, whose education is often forgone for the sake of meeting immediate family needs.) Further investigation on causes of the lower enrolment of children of returnee families will confirm whether the main constraint is the lack of financial means to pay for school fees and other costs, or the lack of education facilities, both private and public ones. The UNHCR return package already includes a component of cash/in kind for shelter, and a component of cash grants for education. To date, these two components have not been implemented, but it is understood that they will be implemented once technicalities will have been addressed. The implementation of the education component of the UNHCR return package will reveal whether cash grants have positive effects in the enrolment rate. Same considerations can be made for health services and housing. Future interventions from resilience and development donors should build on these mechanisms and boost the demand side for services by providing conditional cash/vouchers to targeted families. Implementing partners should put more emphasis on evidence-based programming and prioritize those interventions that have proved to be successful, following a rigorous testing process. Rigorous evaluations that include the analysis of the counterfactual (that is, what would have happened without the intervention) are increasingly more common in the Somalia context, both in the humanitarian and development realms. Donors are rightly keen to know whether their investments are bringing the expected impact. Implementing partners should be equally keen to know what works and what does not.

Box: Core elements to inform Solutions planning and programing

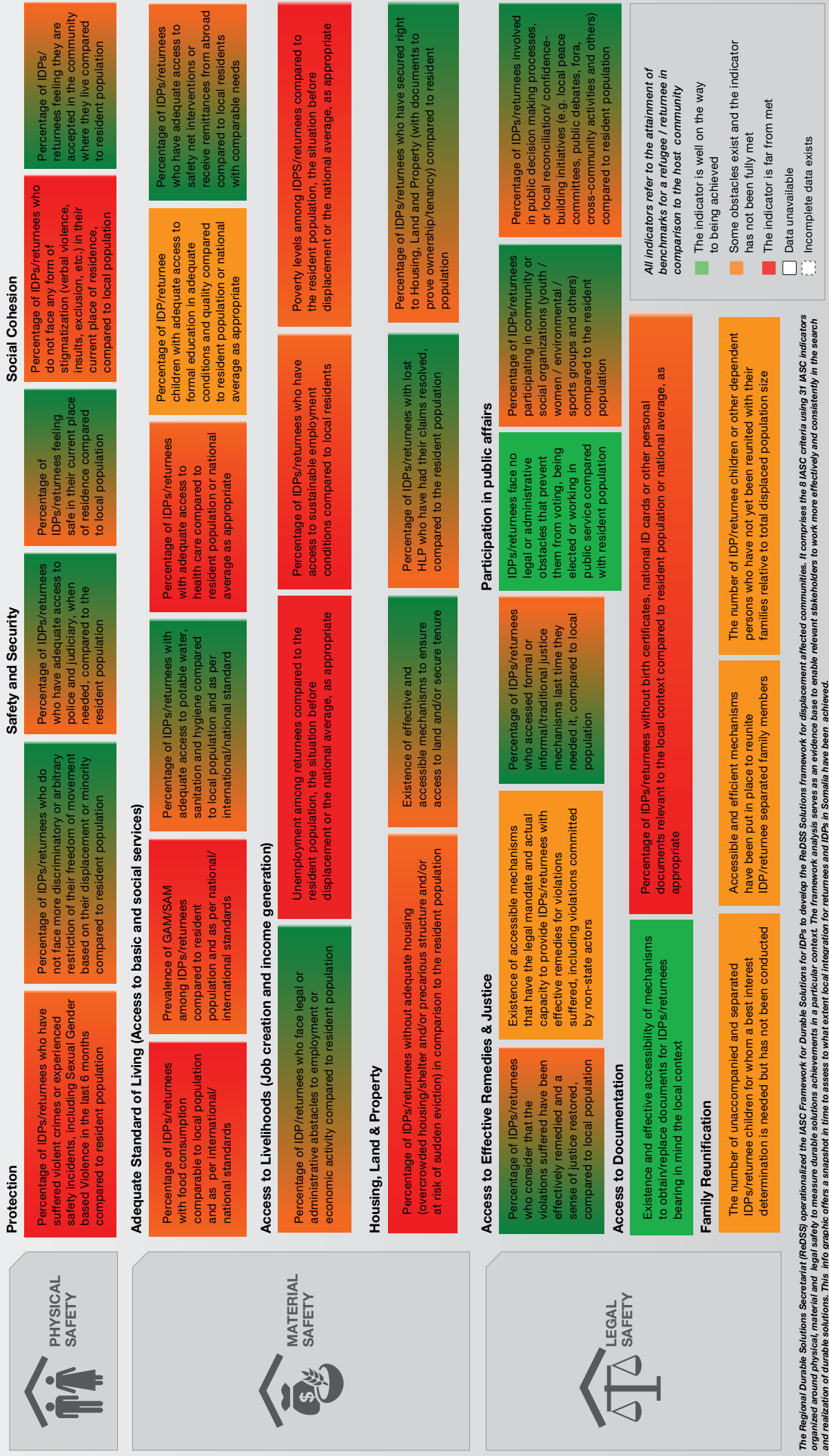
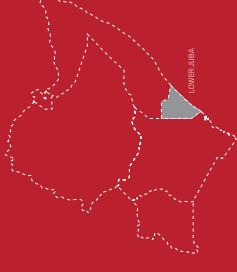
- Creating durable solutions requires a **multi-stakeholder and sectorial, rights and needs based programming approach**
- The process must be viewed as a **collective action rather than mandate driven** based on an inclusive, participatory and consensus building approach
- The **FGS, regional administrations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

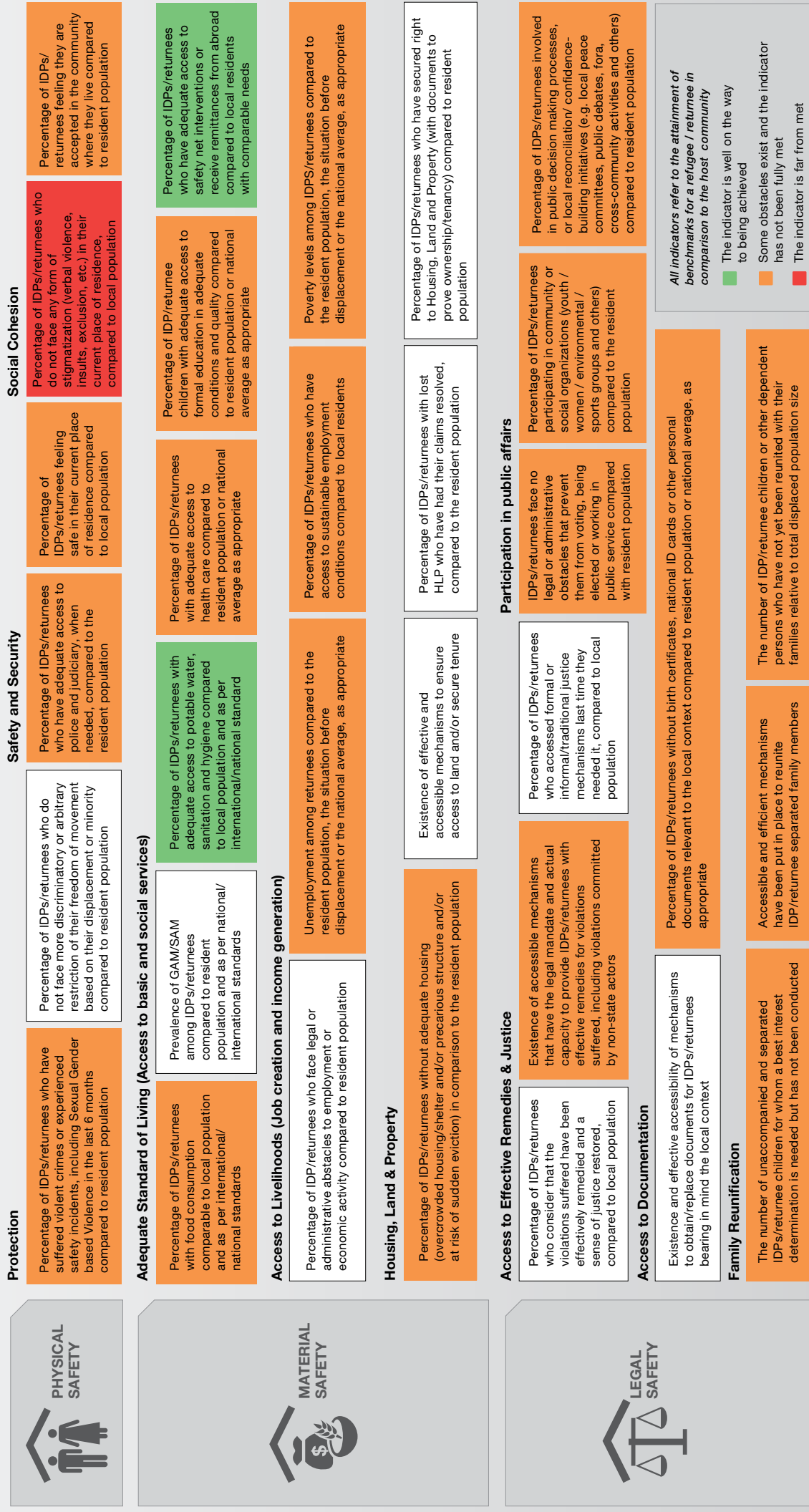
From ReDSS briefing note: "The search for durable solutions in Somalia: return is not a solution, (re)integration is". Humanitarian and development linkages.

WAY FORWARD

ReDSS will carry out the same Solutions analysis in Benadir region (Mogadishu) and Bay region, with a particular emphasis on Baidoa district. These joint analyses will inform the development of *Area Based Action Plans*, under the leadership of the government, as envisaged in the Draft National Policy on Internal Displacement.

The rating for each indicator is based on information available at the time of the review. However, it is expected that new data will be available in early 2017 and the rating will be reviewed and updated in the first quarter of 2017 to reflect potential changes.





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

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

PHYSICAL SAFETY

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

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

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

MATERIAL SAFETY

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

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

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

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

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

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

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

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

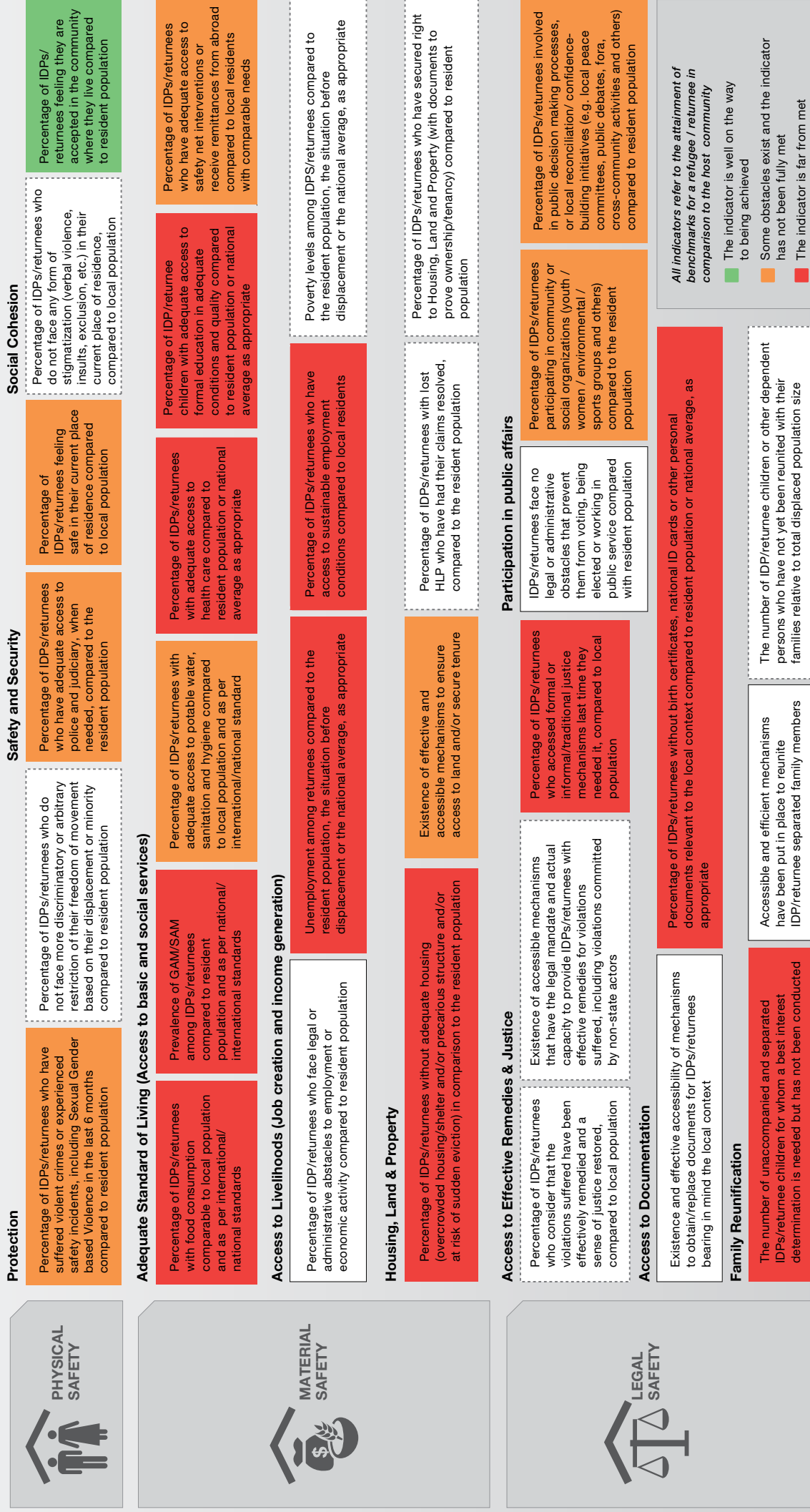
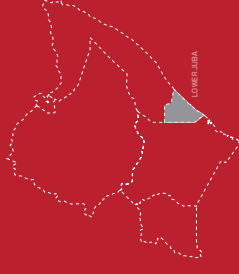
Accessible and efficient mechanisms have been put in place to reunite IDP/returnee separated family members

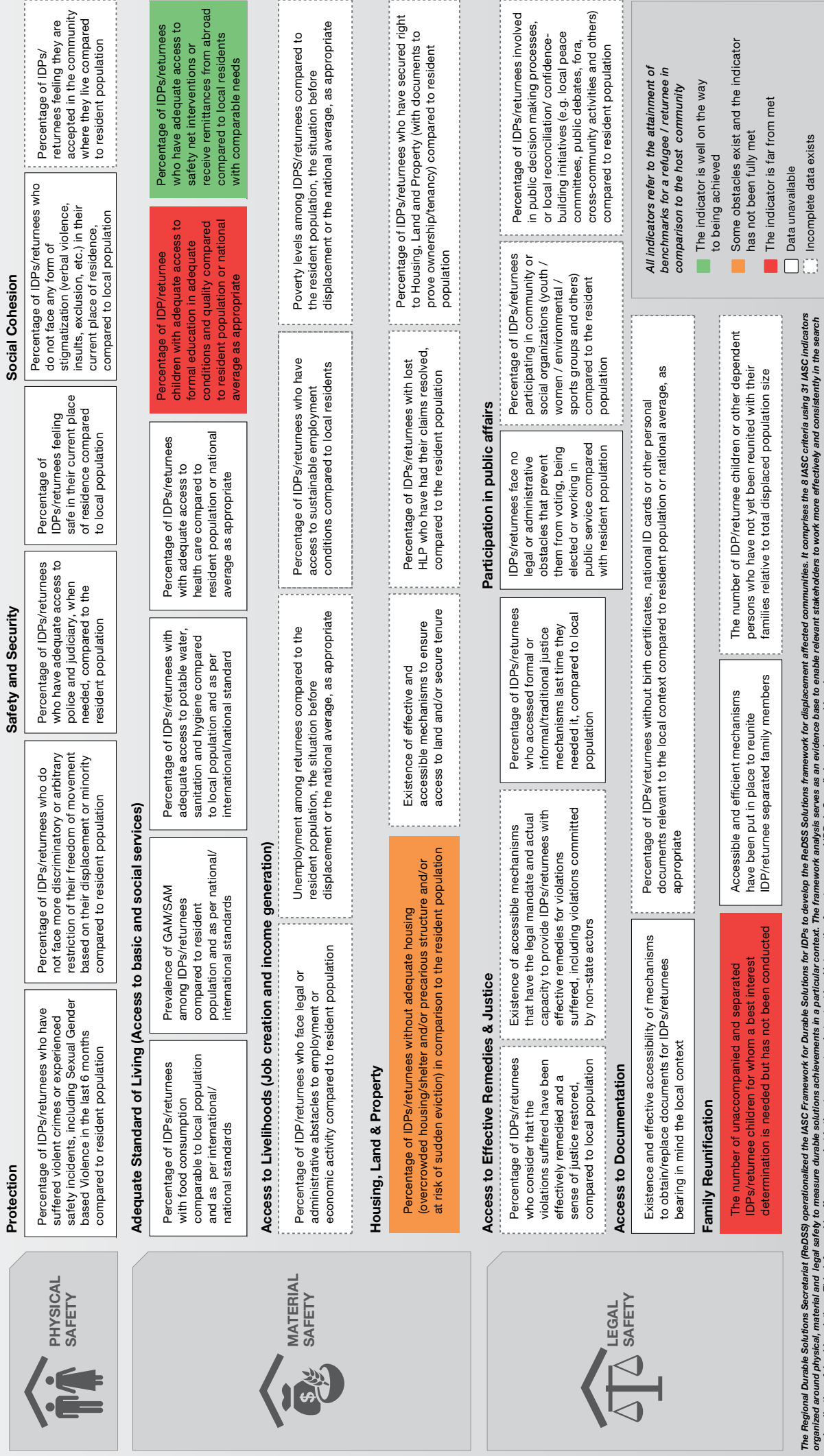
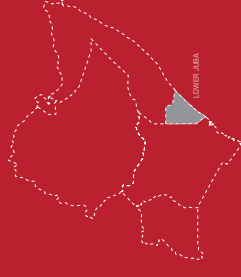
The number of IDP/returnee children or other dependent persons who have not yet been reunited with their families relative to total displaced population size

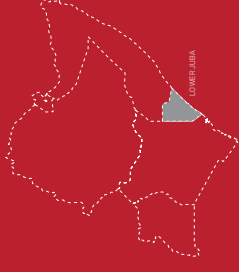
All indicators refer to the attainment of benchmarks for a refugee / returnee in comparison to the host community

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- Some obstacles exist and the indicator has not been fully met
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- Data unavailable
- Incomplete data exists

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







PHYSICAL
SAFETY

Protection

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

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

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

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

Safety and Security

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

Social Cohesion

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

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

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

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

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

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

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

Access to Livelihoods (Job creation and income generation)

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

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

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

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

Housing, Land & Property

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

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

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

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

Access to Effective Remedies & Justice

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

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

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

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

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

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

Access to Documentation

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

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

Family Reunification

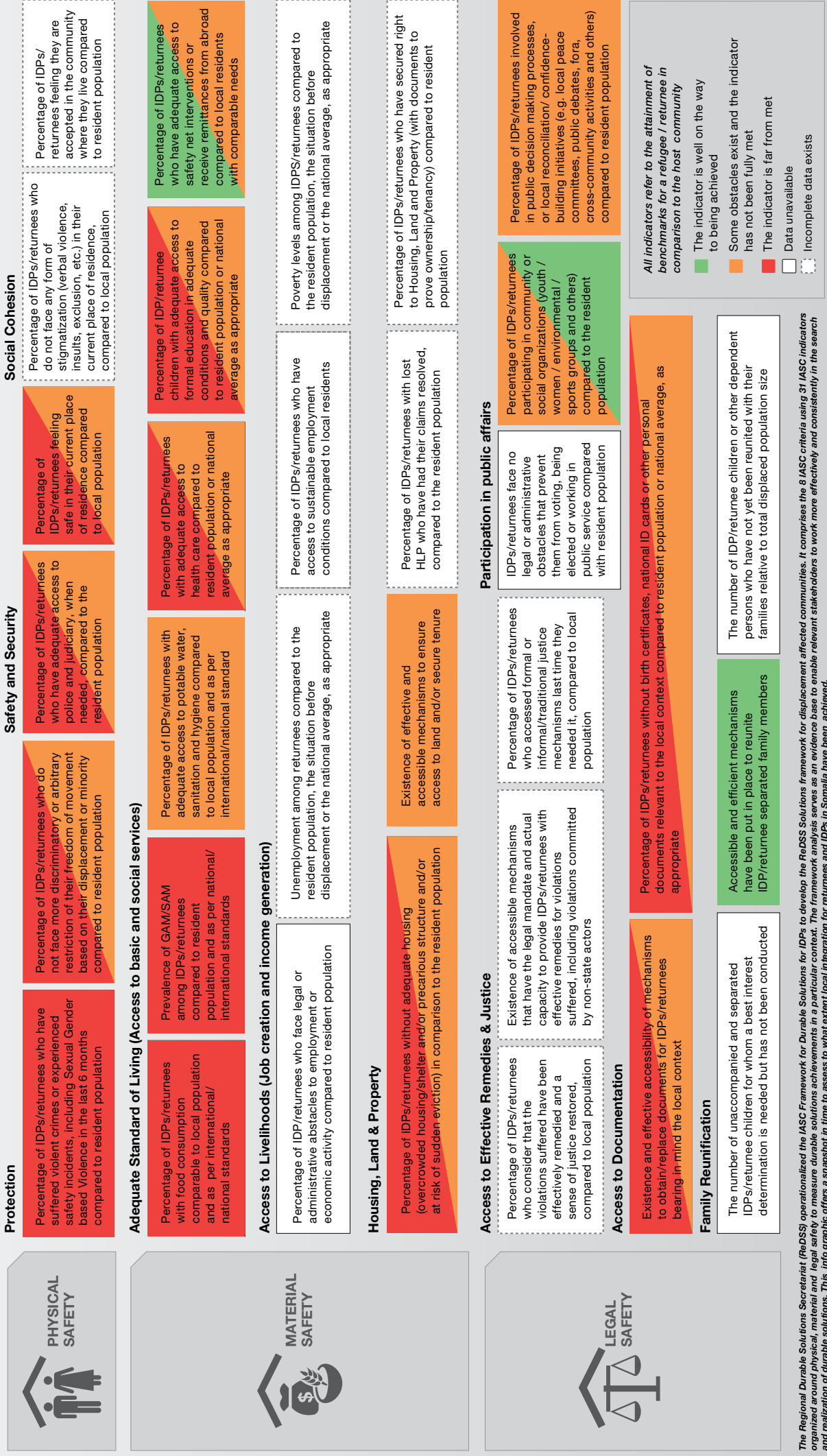
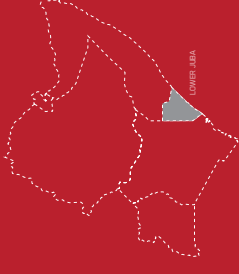
The number of unaccompanied and separated IDPs/returnee children for whom a best interest determination is needed but has not been conducted

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

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

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

- The indicator is well on the way to being achieved
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LIST OF ORGANIZATIONS/NETWORKS/CONSORTIA/COORDINATION MECHANISMS CONSULTED

Organization/networks/consortia/coordination	Type of organization
ACTED	Non Governmental Organization (NGO)
ADRA Somalia	Non Governmental Organization (NGO)
American Refugee Committee (ARC)	Non Governmental Organization (NGO)
Australian High Commission	Government Agency
BRICS	Resilience Consortium of NGOs led by the Norwegian Refugee Council
Canadian High Commission	Government Agency
CARE	Non Governmental Organization (NGO)
Comitato italiano per lo sviluppo dei popoli (CIPS)	Non Governmental Organization (NGO)
Cross Border Coordination working group	Working Group of UN agencies and INGOs, chaired by UNHCR
Danish Embassy	Government Agency
Danish Refugee Council (DRC)	Non Governmental Organization (NGO)
Danish Demining Group (DDG)	Non Governmental Organization (NGO)
Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (GIZ)	Government Agency
Education Cluster	Coordination of UN and NGOs
European Civil Protection and Humanitarian Aid Operations (ECHO)	European Union
EU delegation / European External Action Service (EEAS)	European Union
Food and Agriculture Organization	UN Agency
IDPs group in Kismayo	Civil society
International Committee of the Red Cross (ICRC)	International organization
Information Management Working Group (IMWG)	Working Group of UN agencies and INGOs, chaired by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) Somalia
International Organization for Migration	UN Agency
Inter Cluster Coordination Group	Coordination (chaired by the UN Office for the Coordination of Humanitarian Affairs)
INTERSOS	Non Governmental Organization (NGO)
Italian Agency for International Cooperation	Government Agency
German Embassy	Government

Jubbaland Chamber of Commerce	Public-private organization
Jubbaland State Ministry of Agriculture	Government
Jubbaland Refugees and IDPs Agency (JRIA)	Government Agency
Jubbaland State Ministry of Education	Government
Jubbaland State Ministry of Gender	Government
Jubbaland State Ministry of Housing and Public Works	Government
Jubbaland State Ministry of Youth	Government
Kismayo District	Government
Lower Juba Regional Governor	Government
Mercy Corps	Non Governmental Organization (NGO)
Norwegian Embassy	Government
Norwegian Refugee Council	Non Governmental Organization (NGO)
Protection and Return Monitor Network (PRMN)	Network (hosted by Norwegian Refugee Council)
REACH	Joint initiative of IMPACT, ACTED, and UNOSAT
Protection Cluster	Coordination of UN and NGOs
Shelter Cluster	Coordination of UN and NGOs
Swedish Embassy	Government
Swiss Development Cooperation (SDC)	Government Agency
STREAM	Resilience Consortium of NGOs led by ACTED
UK Department for International Development (DFID)	Government
UN Habitat	UN Agency
United Nations Children's Fund (UNICEF)	UN Agency
United Nations Development Programme (UNDP)	UN Agency
United Nations High Commissioner for Refugees (UNHCR)	UN Agency
United Nations Population Fund (UNFPA)	UN Agency
Women group in Kismayo	Civil Society
World Bank	Multilateral Organization
World Food Programme (WFP)	UN Agency
World Vision	Non Governmental Organization (NGO)
UN Humanitarian Coordinator/Resident Coordinator Office	UN in Somalia
United States Agency for International Development (USAID)	Government Agency

THEORY OF CHANGE: REDSS SOLUTIONS FRAMEWORK TOOL

GOAL

DISPLACEMENT AFFECTED COMMUNITIES LIVE IN SAFETY AND DIGNITY WITHOUT DISCRIMINATION

IMPACT

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

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

INCLUSIVE APPROACH
Actors have agreed to ensure solutions are

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

KEY DOMAINS OF CHANGE

KNOWLEDGE AND EVIDENCE ON DURABLE SOLUTIONS

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

PRACTICE IN SUPPORT OF SOLUTIONS

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

OUTPUTS

SOLUTIONS FRAMEWORK TOOL DEVELOPED

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

DISSEMINATION OF LEARNING

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

APPLICATION OF THE FRAMEWORK

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

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

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

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

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

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

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

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

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

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- Notes of the Deputy Special Representative of the Secretary-General, Resident and Humanitarian Coordinator for Somalia's meeting with Jubbaland Select Ministerial Committee for Durable Solutions Held in Kismayo on 19 September 2016
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