ReDSS
*Unlocking Protracted Displacement*

*Objective: In the context of Somalia, and across durable solutions consortia, sustainable (re)integration is about support for self-reliance and resilience. A key question is the need to prioritise sectors and areas of intervention amidst large-scale poverty, vulnerability, displacement and limited funding. Prioritisation is one of the key recommendations from the 2016/2017 solutions analysis and remains central for 2019.*

It is too early to speak of sustainable (re)integration in Somalia. At present, a coalition of a number of actors is contributing to this process using IASC principles and common indicators. In practice, however, these efforts have not yet translated into best practices on sustainable (re)integration. The achievements highlighted here are therefore only indicative of efforts that should be reinforced during 2019/2020. These efforts are not yet complete. There are still missing links (notably on social cohesion) that prevent a full (re)integration process.

## Achievements: what works?
There are two key achievements upon which to build in 2019/2020.

### Adopting a housing approach as a model for integrated programming
Partners increasingly recognise the need to move beyond a humanitarian shelter approach to a housing approach, inclusive of services and jobs, as a focus of durable solutions. Donors note, however, that they still receive proposals based on a humanitarian shelter approach. Progress is needed across the board. A possible pilot project upon which to build is the joint UN-Habitat/Norwegian Refugee Council housing model. Understanding this pilot project, especially its constraints, limitations and achievements, would allow for adaptation and scalability, both in terms of location and the inclusion of refugee-returnees. Currently, the UN-Habitat/Norwegian Refugee Council housing model is only being used with IDPs.

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### CASE STUDY 3. TOWARDS A HOUSING – NOT A SHELTER – APPROACH
One example of a housing approach is the pilot initiative led by UN-Habitat and the Norwegian Refugee Council. Focused on 80 IDP households in Mogadishu over a one-year project timeframe, this joint initiative is tailored to provide a range of support – including rental subsidies – to IDP households that have a chance of sustaining themselves. The pilot project covers a range of tools such as rental subsidies, WASH improvements and jobs to ensure that IDPs can be empowered to make their own housing decisions. Cash is essential to ensure that the approach is sustainable. As a result, the pilot project has incorporated a three-tiered livelihood response that addresses the short-term need for cash, the medium-term need for materials for construction and longer-term needs for training and economic inclusion.

The initial pilot intervention model was designed to provide: subsidy funds, with a 10% loan repayment requirement, supported by a food basket; a livelihood component; a rental contract; construction or expansion of shelters funds for landowners that provided land for housing; and additional loans as needed. A fund management unit shared responsibilities across the Norwegian Refugee Council and BRA. Adjustments were made to the pilot project model, so that rather than providing land for housing, NRC/Habitat decided to instead focus on improving the security of tenure for rental premises, which ensures that the project would not give rise to evictions on lands within the city limits. An eviction unit has been since established at the BRA level, with additional legal and counselling services provided for those at risk of eviction.

In Kismayo, a range of components is also being delivered under HLP and can be brought together for a more cohesive housing approach. They show the progress made to move beyond a humanitarian shelter approach. In practice, however, the shelter approach still dominates. This highlights an important area for change in 2019.

Overall, housing and landownership need to involve more grassroots and policy-level work by partners. As a representative of the Jubaland Refugee and IDP Agency explains, "Policies for the housing initiative came from us and are in fact one of our achievements. But there is no privacy in the first houses that were built, which only consisted of one room. It is a necessity to have good housing, which is what we were advocating for. Hence, this is where the motivation for the housing policy for Jubaland came from. We have requested that organisations help us get consultants, who can then help the government to pass the policies so that we can develop this agency."

**Focusing on conflict management in urban settings**

Police harassment is a key protection issue for refugees and IDPs in urban areas, which has been the case for years. This issue was highlighted in the 2016/2017 solutions analysis: "Progress on this [ending police harassment] can be made without requiring explicit statements that it is for refugees. Working on increasing police accountability measures and other reforms that will benefit the police and population will benefit refugees and IDPs."[19] In all three locations (Mogadishu, Baidoa and Kismayo), progress towards police accountability needs to be monitored to see the impact on IDP perceptions about safety and security. The Danish Demining Group has progressively worked on bringing security sector actors together with displacement-affected communities; for example, by establishing police dialogue forums at which community members are able to raise safety and security concerns. Another examples is the work of the District Security and Justice forum, both in Baidoa and Kismayo, where the Danish Demining Group facilitates an internal discussion between different government agencies and implementing partners in trends and gaps regarding security and justice in order to improve coordination and information sharing.

There are three primary areas of progress: 1) construction of police posts within the IDP settlements in Baidoa; 2) development of CAPs related to safety and security, including facilitation of a joint prioritisation process between host and IDP communities and the police; and 3) constant engagement and regular interaction between police and the communities has enhanced trust building and understanding in the role of the local police.

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***CASE STUDY 4. LINKING SUSTAINABLE (RE)INTEGRATION WITH CONFLICT MANAGEMENT***

At present, there are four complementary measures under discussion to improve conflict management in support of sustainable (re)integration:
- Conflict sensitive approach (starting with conflict analyses)
- Multi-stakeholder engagement (including gatekeepers)
- Social accountability measures
- Police accountability and overall police reform

The first approach (conflict sensitivity) recognises the need for an improved understanding of the local context and the impact that any intervention might have in on existing communal realities and/or conflict dynamics. It is important to engage gatekeepers and informal settlement managers as key stakeholders in displacement-affected communities. As previous research shows, they are recognised by the IDPs as a legitimate leadership source. In many ways, their role varies from providing services and protection to being exploitative.[20] The short to medium-term objective is to have in place structures to formalise the arrangements and ensure gatekeepers and informal settlement managers are more accountable. The long-term objective is to have the government take responsibility, especially in service provision and protection, and gradually phase out gatekeepers and informal settlement managers. Ongoing reflections since 2016 on engagement with gatekeepers and informal settlement managers can inform the viability of this approach, especially in Mogadishu.[21] While these discussions are more relevant in some locations (such as Mogadishu, Kismayo and more recently in Baidoa), they remain a key feature of displacement throughout Somalia.

Discussions at the operational workshops held in Mogadishu and Baidoa for this solutions analysis have clarified a consensus to structure engagement with gatekeepers and informal settlement managers to make them accountable for their actions. The BRA IDP policy provides an opportunity to restructure the role of gatekeepers and informal settlement managers through the proposed evictions committee (following the settlement management guidelines), which intends to monitor them. It needs capacity development and financial assistance to exercise its authority.

Other issues discussed at the operational workshop include:
- Alternative livelihoods for gatekeepers and informal settlement managers
- Strategic engagement with a variety of actors to ensure a Do No Harm approach and build the capacity of gatekeepers, informal settlement managers and communities with respect to their roles, rights and responsibilities
- Harmonised approaches to community engagement and accountability

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19   ReDSS / Samuel Hall (2016). Review of Durable Solutions initiatives in the East and Horn of Africa, 34;
     see: http://samuelhall.org/wp-content/uploads/2016/07/ReDSS-SH-Report-Final.pdf
20   Tana Consulting / IDC (2016a). Engaging the Gatekeepers - on the viability of utilizing informal resources of governance in Mogadishu;
     see: http://www.idc.co.ke/wp-content/uploads/2016/10/FinalGatekeeper-paper_26.08.16PDF.pdf
21   Tana Consulting / Intermedia Development Consultants (2016), 11.

Closely linked to stakeholder engagement is the need to establish complaints mechanisms at the DAC level to enhance social accountability. These efforts are nascent. Three approaches bear mention. One is led by ReDSS, working closely with the Africa's Voices Foundation: an interactive radio show series designed to stimulate public discussion about displacement that was piloted in Mogadishu in December 2018 and is to be expanded to Baidoa, Bosaso and Kismayo in 2019. A second is the community–police dialogue and cooperation forum that covers issues of civilian oversight, which is implemented by the Danish Demining Group. The third is the attempt by Legal Action Worldwide to revive the Police Advisory Committees (PAC).

Inherent to questions of access, conflict management and creating a conducive environment for (re)integration is the need for greater police accountability. This is identified as a priority, particularly in Mogadishu and Baidoa.

In early 2019, meetings of the Police Accountability Working Group (PAWG), chaired by the Danish Demining Group, have focused on police capacity and social accountability. The PAWG has two levels: 1) district level, where the security and justice forums bring together government and implementing partners to discuss major trends in security and justice in the district; they may also discuss new research; and 2) national/regional level, where PAWG researchers, donors and implementing partners focus on best practices regarding accountability and policing. For 2019, South West State has requested that the PAWG meetings be operationalised at a federal member state level in order to add an additional layer of coordination and integration between the different stakeholders and issues.

One of the key acknowledgements of the PAWG is that evidence, knowledge and analysis from security, police and stabilisation actors needs to be integrated in the joint analyses and planning of durable solutions actors. The creation of a Somalia Knowledge Hub, which is currently being developed by the Danish Demining Group to be hosted by the PAWG as a collective, could inform the work of the community of practice on (re)integration. Information that could be shared on this platform includes stakeholder programme maps, conflict assessments, monitoring and learning data, case studies and success stories that can be built upon.

## Challenges: what obstacles need to be addressed in 2019?
There are four primary obstacles to address.

### Lack of livelihoods and economic inclusion approaches
One of the key barriers to sustainable (re)integration is the over-reliance on TVET (technical and vocational education training) instead of a more systemic approach to address both the demand and supply side of the labour markets. Most durable solutions programmes currently only address the supply side, with responses centred on training, entrepreneurship or business support, self-help groups and savings associations. This is partly because livelihoods programming is not the expertise of humanitarian organisations. Going beyond the supply side of the livelihoods equation requires structural support. Opportunities for structural support will be available through the forthcoming revised Labour Code and the UN-Youth Employment Somalia (UN-YES) programme, which focuses on creating livelihood resources for youth, including those affected by displacement, to learn new skills and help rebuild their lives. With the leadership of the federal Ministry of Labour and Social Affairs and technical support from the ILO, the revised Labour Code final draft is informed by the economic and social context in Somalia and complies with the International Labour Standards. The final draft of the Labour Code was finished in Mogadishu on 20 and 21 February 2019, and adopted with a consensus agreement to send it to parliament for legislation.[22]

### Gaps in market systems approaches to strengthen (re)integration
Vocational training and an incubator programme for entrepreneurship are being rolled out by EU RE-INTEG simultaneous to a cash-for-work approach on infrastructure projects for short-term employment. A diversified livelihoods approach can address the immediate cash needs of the displaced but stronger investments in skills matching and economic inclusion are needed, in partnership with development actors. Development actors need to support humanitarian actors in approaching the issue of trainings and livelihoods from a market systems approach.

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22   For more information on the revised Labour Code for Somalia, see: https://www.ilo.org/addisababa/media-centre/pr/WCMS_673340/lang–en/index.htm

**Stalled private sector engagement because services are too costly for the displaced**
This is the case for the provision of water and electricity. In terms of water supply, it has been agreed that the water trucking system is not sustainable. The private sector is collaborating with the government to place water tanks in different places and is looking into methods of desalination; however, high prices remain an issue. The federal government (led by the Ministry of Energy and Water Resources and the Ministry of Planning, Investment and Economic Development) is engaging in conversations to streamline and control water prices. The need for a sustainable water supply is urgent and conversation about how to effectively address this challenge is still in early stages.

In Kismayo, the cost of water and poor water quality remain a major challenge. New Kismayo has an electricity grid system but none of its inhabitants can afford the rates. The lack of solar energy hampers the use of phone and internet to maintain relations and access online opportunities for education and networking. Similarly, the low quality and expensive healthcare service in Kismayo demands attention, in particular the resulting gap in maternal healthcare. Efforts to address health-related issues are continuing and a new health centre is being built. Other (mobile) healthcare facilities are needed, however, alongside training on hygiene promotion and the provision of sanitary towels for women and girls. Overall, minimum standards for water and sanitation need to be significantly raised, in cooperation with the Ministry of Planning and International Cooperation.

**Different profiles, expectations and perceptions within groups (IDPs, returnees, hosts)**
Addressing community perceptions is key to ensuring uptake of the new services that are provided. On vocational training alone, several organisations are offering the same skills training, with limited assessment of the impact of these programmes. The federal government has requested state-level discussion around TVET in order to better understand the pros and cons of the skills offered, lessons learnt from past programming and returns on investment in each skill that is taught. These discussions can be held through the durable solutions consortia, in partnership with government. Consortia members need to lay out a clear plan to support growth in numbers of both students and teachers and trainers. Overall, more clarity is needed about the prospects that programmes can offer for improving access to quality education, which can help with the morale of teachers, and avoid student and teacher drop out. Beyond TVET, key feedback from communities is the need for durable solutions consortia to strengthen the education system through the common provision of and minimum standards for school feeding, uniforms, books and protective walls.

## Opportunities: areas to prioritise investments in 2019/2020
There are five investment priorities.

**Defining an approach for social cohesion programming**
Social cohesion and conflict management are major building blocks for sustainable (re)integration. In Somalia, however, there is a lack of definition for the term "social cohesion" and no comprehensive or harmonised approach to social cohesion. This issue is recognised both in the literature and in practice.[23] Characteristics of social cohesion are found when looking at urban contexts in Somalia: partners are creating notable opportunities for social interactions, specifically around new spaces and integrated services. Formalising gatekeeper and informal settlement management engagement is an important strategy forward – in particular in Mogadishu and Baidoa – to gradually bring back accountability to local authorities (see Case Study 4).

**Defining a strategy to link social cohesion and inclusion with public services and economic opportunities**
This goes beyond social cohesion activities and adopts a social cohesion approach. The durable solutions consortia have aligned their activities to ensure coherence: as part of the approach on community engagement proposed by the Danwadaag Solutions Consortia, the group intends to work on existing EU RE-INTEG and Midnimo-style Community Action Plan processes and geographical scope to avoid the duplication of efforts, increase overall delivery of services to additional households and promote social cohesion. These approaches need to be based on a thorough understanding of clan populations to ensure inclusivity and cohesion.

**Contextualising social cohesion and inclusion approaches**
A recent Danish Demining Group and Durable Solutions Programme conflict analysis study in Baidoa shows that since displaced groups (primarily composed of Digil-Mirifle clan groups) are not considered to be guests attempting to (re)integrate into communities made up of different clan families, this translates into overall better access to communal support, land and other sources of livelihoods.[24] Social relations are therefore stronger in

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23  World Bank (2018a). Social Cohesion in Forced Displacement, 12; see: http://documents.worldbank.org/curated/en/125521531981681035/Social-cohesion-and-forced-displacement-a-desk-review-to-inform-programming-and-project-design

Baidoa compared to Mogadishu and Kismayo. Work toward social cohesion can be framed in terms of the social capital of programming. For instance, these include suggestions by the South West State commissioner to do more on environmentally friendly solutions by involving IDPs through cash-for-work schemes or campaigns to upgrade DAC residential areas.

In other locations, efforts have targeted the capacity building implemented by the Midnimo project for IDPs, returnees and host communities, which is designed to bring these groups together to achieve common goals, create a shared sense of ownership and foster good relations. To reinforce these aims, capacity building trainings have been carried out to strengthen the interactions and (re)integration of both host and IDP communities. In Baidoa, for example, these groups have constructed police outposts, with the primary objective of providing security and safety to IDP and host communities alike.

These activities need to come together in a common social cohesion approach that addresses perceptions of access to services and opportunities across groups. As a recent World Bank study on social cohesion and forced displacement states, "Social relations are consistently aggravated by perceived and/or real disparities in access to opportunities and by heightened competition over that access."[25] It would be useful to undertake a mapping of vertical efforts in pursuit of social cohesion (the types of structures used; information flows; prioritisation of communities) and horizontal efforts (social accountability and capacity strengthening of formal and informal power holders; enhancing accountability for women, girls and members of marginalised groups; the provision of inter-group communication channels; undertaking cultural activities to address perceptions and support inclusion; collaborative dispute resolution trainings).

According to an interview with the team leader of the Somali Stabilisation Fund, these efforts can be scaled in three specific ways: 1) greater involvement of the federal Ministry of Justice on reinforcing access to the judicial system and the remedies system; 2) rehabilitation of public services and roads through large-scale infrastructure projects; and 3) providing unconditional cash transfers and tracing where the investments go. Based on experience from stabilisation programmes, evidence shows that the most vulnerable often reinvest their cash into community-level priorities.

To turn these achievements into greater gains, five opportunities need to be seized:
- Expand the use of cash transfers to inject cash in communities
- Link the social and societal benefits of youth centres with livelihoods
- Involve more community relays (e.g. religious leaders)
- Provide an economic inclusion approach to community (re)integration
- Situate durable solutions within national social protection policy development

**Going beyond a livelihoods approach to an economic inclusion approach**
As one key informant observes, "This [livelihoods] is not the forte of humanitarian organisations but of development organisations." While the supply side of the labour market is addressed in durable solutions consortia – notably through training, incubator hubs and a focus on entrepreneurship – the demand side has not been incorporated sufficiently.

Taking the example of the Concern Worldwide Learn2Earn programme helps shed light on steps to move beyond TVET/livelihoods to more holistic approaches to economic well-being that incorporate technical and life skills. This programme focuses on supporting youth through TVET and entrepreneurship training to enable them to set up and manage their own businesses. It includes a primary focus on healthy living, gender issues, and family and other relationships. This focus ensures that proper safeguards are included to manage stress, and engage in collective decision-making. It has been difficult, however, to situate these activities in a broader sectoral or economic inclusion approach.

There are opportunities to incorporate a local economic development approach with livelihoods approaches; for example, the forthcoming release of the Labour Code; programmes undertaken by the UN, such as UN-YES, that encompass displaced youth. Moreover, these opportunities can also be situated in relation to stabilisation programmes. For example, learning from the American Refugee Committee work in the fisheries sector in Kismayo

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24   DDG / DSP Conflict Analysis (2018), 34.
25   Federal Government of Somalia (2018). Somalia Urban Investment Planning Project, Additional Financing, Terms of Reference For Feasibility Studies, Preliminary, and Detailed Engineering Designs and Preparation of Bidding and Safeguards Documents for Urban Roads in Kismayo and Baidoa, 12; see: http://Documents.World-bank.Org/Curated/En/783151537512124083/Pdf/Final-Tor-For-Kismayo-Baidoa-Fs-And-Ded-Study-Sept-18-2018.Pdf

or the rural and farming profiles and networks of IDPs, which focus on value chains and IDP inclusion, could be an opportunity to move beyond a livelihoods approach to an economic inclusion approach.

**Using stronger value chain analyses as a first step to fulfilling an economic inclusion approach**
A key opportunity moving forward is for partners to think in terms of sustainable livelihoods, which integrates an understanding of how well local markets function.[26] If there are no traders prepared to purchase farm outputs from rural areas, food security concerns will be impacted in urban areas. Reasons may include poor road access, security or police roadblocks. Assets include IDP networks and their understanding of farm produce. They can play a role in supporting the sourcing for urban food markets. Linking their involvement to the vegetable markets in Kismayo, for instance, can improve economic well-being and planning on all other dimensions. The role of markets in livelihoods needs to be enhanced in future programming design in the durable solutions consortia. Labour use must also be diversified for different activities and skills to target value chains in a comprehensive manner.

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26  Carney, A (2001). Sustainable Livelihoods Approaches: Progress and Possibilities for Change;
    see: https://pdfs.semanticscholar.org/3e77/ad6da25b647439ea95c210cfc27dc3da56a2.pdf

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