Displaced populations and urban poor no longer left behind

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An options paper by the Special Advisor on Internal Displacement, Prof. Walter Kaelin, with the support of the Durable Solutions Unit in the Office of the DSRSG/RC/HC.
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**INTRODUCTION**

The Somalia Durable Solutions Initiative (DSI), launched in early 2016 by the then Deputy Special Representative of the Secretary-General and Resident and Humanitarian Coordinator for Somalia (DSRSG/RC/HC) Peter de Clercq and led by the Federal Government of Somalia (FGS) is, 'A collective framework aligned to the National Development Plan and aims to design, fund and implement durable solutions in a coherent and coordinated way. It is also meant to collectively guide approaches and programming on durable solutions, and to support the capacity of government at federal, state and local levels to provide durable solutions for the internally displaced, returning refugees and their host communities.'

Based on the Nairobi Declaration and Action Plan on Somali refugees, the DSI is also recognized as the main framework for the promotion of long term reintegration of refugee returnees (hereinafter: returnees) in Somalia and the implementation of the Comprehensive Refugee Response Framework (CRRF).

While the DSI approaches its three-year mark since its launch, and after seven missions by the Special Advisor on Internal Displacement, a review of the DSI, its achievements and bottlenecks is warranted as the UN leadership is undergoing a transition. The following sections would like to propose a vision and a set of options to achieve a situation whereby Internally Displaced Persons (IDPs) and refugees are no longer left behind, they are empowered to rebuild their lives (both socially and economically) and are able to join mainstream society.

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1. This paper serves as the 7th mission report by the Special Advisor. During his mission from 11 – 14 March 2019 he met with the Minister of Interior H. E. Abdi Mohamed Sabriye; the Mayor of Mogadishu, the head of the BRA Durable Solutions Unit as well as representatives of the Prime Minister’s Office. He also participated in a UNCT-HTC meeting on the New Way of Working. Part of the mission was carried out conjointly with UN-Habitat InterRegional Advisor on Displacement and Urbanization, Dyfed Aubrey.


The present displacement situation in Somalia can be characterized as follows:

- **It is large-scale:**
  Somalia has an estimated 2.4 million IDPs, out of which around 1.5 million persons arrived since the 2016/17 drought and as a consequence of the more recent fighting in Al-Shabab controlled areas.6 Between December 2014 and the end of 2018, a total of 123,300 refugees have returned to Somalia, on 1 January 2019 over 880,000 Somalis were still living outside their country as registered refugees or asylum-seekers, mainly in the Horn of Africa and Yemen region.7 On a per capita basis, Somalia has one of the highest caseloads with more than one out of five Somalis displaced within or outside the country. Reasons for displacement are conflict as well as disasters (drought and, to a lesser extent, flooding) with the two causes often interacting. Reasons for protracted displacement include: ongoing conflict and insecurity, making returns to rural areas difficult; fragile governance and lack of economic diversification in urban areas which results in weak absorption capacities; and mechanisms of social exclusions.

- **It is mainly urban:**
  According to OCHA, around 2.2 million out of the total 2.4 million IDPs live in settlements in urban and periurban areas8 where they are often joined by Somali refugees returning from neighboring countries (returnees) who cannot go back to their original place of residence. Most IDPs opt for permanent local integration or do not plan to return for the time being. Permanent and sustainable returns of IDPs and returnees to areas of origin have been rare and there are no indications that this will change in the foreseeable future. Thus, internal displacements and refugee returns contribute to the fast urbanization trend in Somalia where already now more than 40% of the population live in cities and where it is estimated that as soon as 2026 one out of two Somalis will live in an urban area.9

- **It is, simultaneously, a humanitarian, development and a peacebuilding challenge:**
  As increasingly recognized by the FGS and the international community (see below, sections 3.1 and 4), Somalia’s large-scale protracted internal displacement situation is not only a humanitarian challenge requiring long-term humanitarian interventions. It also undermines Somalia’s development efforts by keeping large numbers of people in absolute poverty,10 burdening host communities in poor parts of cities, and creating obstacles to achieve the Sustainable Development Goals (SDGs). Protracted internal displacement also creates challenges for peacebuilding, where due to tensions between IDPs and host communities, social cohesion is undermined or where the lack of prospects for a better life among the youth creates a fertile ground for radicalization.

- **It is, or risks to be, protracted for most IDPs and returnees:**
  According to OCHA, at least 45 per cent of IDPs have been displaced for longer than five years and 42 per cent for one to three years.11 Prospects for large-scale returns to places of origin remain dim. The particularly high levels of continuing food insecurity among IDPs,12 the large numbers of evictions, particularly in Mogadishu,13 and the fact that 2 million out of the 3.4 million Somalis targeted by the 2019 Humanitarian Response Plan (HRP) are IDPs14 indicate that most IDPs have not been able to improve their situation and continue to depend on humanitarian assistance. Thus, most IDPs live or, if recently arrived, risk living in protracted internal displacement, understood as a situation where IDPs are prevented from taking or are unable to take steps for significant periods of time to progressively reduce their vulnerability, impoverishment and marginalization and find a durable solution.15

### 3.1 Achievements

Notable achievements with regard to durable solutions include:

- **Regarding policy dialogue and development:**
  - Integration and mainstreaming of internal displacement into relevant chapters of the National Development Plan (NDP) 2017-2019.16
  - Integration of durable solutions aspects into the Recovery and Resilience Framework (RRF) where “[promoting] durable solutions for displacement affected communities” features among the RRF’s five strategic objectives.
  - Adoption of a collective outcome by the UNCT/HCT in line with the New Way of Working, formulated as “Risk and vulnerability reduced and resilience of internally displaced persons, refugee returnees and host communities strengthened in order to make durable solutions for 100,000 displaced households by 2022.”17
  - Ongoing advocacy for the enhancement of the humanitarian-development-peacebuilding nexus or the “New Way of Working” across all actors, and enhanced support through increase of predictable multi-year financing, development financing, debt clearance and access to concessional financing.

- **Regarding planning and programming:**
  - Ongoing efforts (local and central) to identify area based collective outcomes to find durable solutions for some IDPs and returnees. Three locations are currently being looked at by government and partners in Mogadishu, Baidoa and Bossaso, with prospects to expand in other regions.
  - Collective advocacy efforts on durable solutions that have mobilized close to US$ 87 million since the launch of the initiative.18
  - New joined-up UN and NGOs programming on durable solutions which enhance learning and good practice, in particular the Midnimo programme, a joined-up programme funded by the UN Peace Building Fund (PBF); the EU-funded RE-INTEG programmes; and most recently Danawaad (DFD funded, led by IOM, Concern and Red Cross). Joint coordination and implementation through the establishment of joint steering committees for these programmes composed by implementing actors including the local, state and federal government authorities.
  - Introduction of a durable solutions and resilience marker for humanitarian projects in the 2019 HRP (OCHA 2019: 14) and of a solutions marker for the Asf Flow Mapping tool that tracks contributions made towards the strategic objectives of the NDP and has enabled government and partners to identify the investment on durable solutions.
  - Ongoing synchronization of durable solutions programming with broader peace and state building programming and resilience agenda to increase coherence, synergies and resources allocation.

- **Regarding coordination:**
  - Establishment of a collective platform for coordination on durable solutions with the Government of Somalia and the international community – the Resilience Pillar Working Group and Sub-Working Group on Migration, Displacement and Durable Solutions (MDDS) under the Somalia Development and Reconstruction Facility (SRF), ensuring the alignment of funds and programmes with the NDP. The group endorsed in February 2019 common principles of engagement for Durable Solutions Joint Programming.
  - Establishment of a Durable Solutions Secretariat consisting of 14 government institutions coordinated by the Ministry of Planning, Investments and Economic Development (MOPIED) with currently ongoing work on regional level coordination.
  - Establishment of durable solutions units in key municipalities in South West State and Banaadir. It is also worth mentioning current government led efforts for relocations in Baidoa, spearheaded by the South West Minister of Disaster Management and Humanitarian Affairs as well as the Mayor of Baidoa.
  - Establishment of a Durable Solutions Working Group composed by UN agencies and NGOs to improve complementarity, efficiency and collective accountability of interventions, as part of the work conducted by the UN Programme Management Team and Inter-Cluster Coordination Group.
3.2 Lessons learnt

Despite these efforts and achievements, it is difficult to assess the degree to which the overall situation of IDPs has improved. There are no common tools to appraise how many households and individuals have benefited from durable solutions, and how many remain in need. Despite these efforts and achievements, it is difficult to assess the degree to which the overall situation of IDPs has improved. There are no common tools to appraise how many households and individuals have benefited from durable solutions, and how many remain in need of assistance.

Institutionally, one of the main recommendations for the success of a DSI has been to create an inter-ministerial body for the coordination of durable solutions. In this regard, much greater attention should have been paid to the coordination and accountability of operations. Only two or three projects related to durable solutions since 2016 have been implemented through multi-partner trust funds. Actors involved in Aid Coordination and Effectiveness should familiarize humanitarian donors and partners with the functioning, benefits and processes related to the investment on multi-partner trust funds.

Furthermore, at the operational level, a system of localized multi-stakeholder coordination platforms would have been beneficial for the implementation and monitoring of the projects and probably enhanced their effectiveness. These coordination platforms would contribute to streamline the institutionalization of new or existing institutions (i.e. districts) at the local level. These institutional processes have proven to be lengthy, delicate and non-linear, as demonstrated by the fact that since 2015 only two of the platforms were effective at durable solutions. This is impacting the strategy of projects like Mid-Minimo which were conceived to support the accountability between displaced persons and local governments, in preparation of district council elections. Partners along the peace-humanitarian-development-peacebuilding spectrum should devise options to manage the complications and delays related to the creation of formal institutions at the local level. It is crucial that partners avoid the creation of parallel and competing structures that would undermine institution building at the local level as well as the formation of local district councils.

Durable solutions operations have frequently been delayed because of the resettlement process. Displaced persons were allocated land, but they were not always able to obtain the necessary permits for the rehabilitation of public facilities. Durable solutions interventions would have benefited from a strong “spatial strategy,” including advocacy for land and tenure security with authorities at all levels already at the stage of grant development or project design.

Last but not least, the DSI to date has not yet promoted networks of local authorities to create at sub-national levels a broad base to sustain the DSI and a demand for institutional engagement and policy making that is locally generated. Networks of women, youth, religious leaders, academics, business actors and others among displaced as well as host communities are not yet involved as they should be in the discussions on local integration, return or resettlement. While mobilizing groups to achieve a "whole of society approach," Durable Solutions partners should refrain from engaging exclusively with groups that are strong enough to create structured organizations, and rather promote the creation of spaces that will eventually contribute to the formation of networks of actors supporting durable solutions.

3.3 Remaining challenges

Since 2016, much progress has been achieved. Nevertheless, there is a risk that the present efforts will not be sufficient to bring interventions to the scale that is necessary to bring substantial changes for a considerable number of IDPs in protracted displacement. To make real progress in the coming years to attain durable solutions, a series of key challenges must be addressed.

To create an environment conducive for achieving durable solutions three elements are necessary:

- A strong humanitarian-development-peacebuilding nexus: Despite progress made at conceptual and in some instances also operational levels, taking the humanitarian-develop-peacebuilding nexus seriously by being not only aware of the different discourses and the concepts underlying them but also drawing practical conclusions from such understanding in order to develop effective approaches for IDPs and returnees one needs to be aware of progress. This is a particular challenge for the international community with its traditional insistence on clear distinctions between these three areas in institutional, funding and operational terms (below, section 4).

- A sound normative framework: At the time of this writing, the Somalia National Policy for Refugees, Returnees and IDPs (hereinafter National Returnee and IDP Policy) was being finalized. The April 2019 draft version of the Policy reflects international standards well. Remaining problems concern institutional issues (below, section 6.4). The Draft Housing, Land and Property Act for Refugees, Returnees & IDPs as well as the National Evictions Guidelines were also in the process of finalization. They are important as in general the current legal instruments do not clarify how individuals or groups in displacement can enjoy access to rights and services. In particular, legal frameworks that would provide local authorities with the power to stop forced evictions and ensure that evictions are carried out in accordance with relevant national and international standards are of key importance. It would be important to have these instruments adopted as a matter of priority.

The NDP was also being prepared but no draft was available. It remains to be seen to what extent the NDP (I) will mainstream displacement issues; (II) focus on an urbanization and poverty alleviation perspective to achieve durable solutions; (III) link responsibilities for durable solutions to resource allocation and an accountability framework based on fiscal scenarios; (IV) promote interventions which trigger private investments and facilitate public-private partnerships (see below 4.1 and 5.2).

- Project approaches are about to bring interventions to scale: At the operational level much progress has been made. At the same time, available resources are too low and present approaches too limited to allow for effectively scaling efforts up to a level that would have a real impact and allow considerable numbers of IDPs and their hosts to move ahead towards sustainable solutions. This is exacerbated by the lack of incentives for local actors and stakeholders to provide such solutions and the absence of private actors as key partners for success. Thus, the challenge is to find ways that allow reaching a much higher level of interventions. While it is clear that finding durable solutions for the more than 2 million IDPs in Somalia will take time, there are possibilities to considerably scale up projects based on public-private partnerships (below, section 5).

- Institutional arrangements facilitating a whole-of-government approach: At the institutional level, the Cabinet Committee on Social and Human Development chaired by the Prime Minister and the Durable Solutions Secretariat provide a good institutional framework for ensuring a whole-of-government approach to durable solutions. While efforts are underway to clarify roles and responsibilities of key actors, several institutional issues remain in need of change and sustain a whole of government approach (below, section 6). This can be achieved through (1) further strengthening the recently established Durable Solutions Secretariat to ensure whole of government approach to work towards collective outcomes; (2) an effective coordination mechanism at the federal level where important progress has already been made through the setting up of the Cabinet Committee on Social Development chaired by the Prime Minister and the elaboration of a Social Development Roadmap which has the "Provision of durable solution for IDPs" as one of its five goals, as well as through the instatement of a Durable Solutions Secretariat; and (3) more clarity regarding the respective roles of the federal and the state and local levels as all. While it is clear that municipalities are the frontline actors at the operational level, institutions at federal and state levels need to create the normative and financial instruments to sustain operations and policy implementation over time.
At the global level, it is increasingly recognized that humanitarian, development, peace, and security and political actors each have an essential role to play in addressing and reducing protracted internal displacement. This is one of the key messages of the 2016 World Humanitarian Summit and has since been reiterated by, for instance, the Wilton Park Principles on New Approaches to Protracted Forced Displacement or, at the regional level, the EU Council and the recent OECD/UNDP Recommendation on the Humanitarian-Development Nexus. However, this recognition is not always being translated into action.

An important starting point for the international community to address these challenges and overcome obstacles is to go beyond rhetorical commitments and take the humanitarian-development-peacebuilding nexus seriously by being not only aware of the different discourses and the concepts underlying them but also drawing practical conclusions from such understanding in order to implement a more holistic approach to durable solutions for IDPs and returnees in Somalia.

4.1. Humanitarian and development actors: Common values – compatible concepts

In Somalia, reconciling perspectives and interventions carried out by humanitarian partners should primarily acknowledge that practitioners across the spectrum more often than not operate in the same space, and are likely to look at similar populations, dealing in some cases with the same institutional counterparts. Humanitarian and development actors consist in a context that is dynamic and volatile, where processes of state building, reconciliation, stabilization are entwined and affect in multiple ways the spaces, populations and institutions with which they interface.

As the report “Breaking the Impasse” points out, “humanitarian and development actors need to become more familiar with each other’s concept notions and terminologies, […] in order to transcend […] artificial institutional divides and develop and implement collective outcomes on protracted internal displacement.”

Deconstructing these divides warrants a revision of processes and geographical scope of interventions to operate at the scale of cities and towns.

Concerning durable solutions, the term “displacement affected communities” allows looking simultaneously at target populations, often referred to as “beneficiaries” by humanitarian actors, and geographical areas of interventions that are inhabited by populations in displacement and other resident groups. The practice of the cluster system in Somalia has for years highlighted the need for multi-sectoral interventions and the preference for area level approaches. Although these usually refer to IDP settlements and clusters of such settlements, partners operating on durable solutions have broadened the discussion to include all displacement affected communities and they have expanded the geographical scope of durable solutions interventions to operate at the scale of cities and towns.

Nurturing a common understanding among humanitarian and development partners on achieving solutions is facilitated by a genuine effort and commitment in aligning the understanding of the processes necessary to achieve outcomes like voluntary integration, resettlement, return and reintegration. Those processes are long-term in nature, complex and must become self-sustaining over time. The Impovishment Risk and Reconstruction Model (hereinafter IRR model) developed by the World Bank in the 1990s recognizes forced relocation as a driver of impoverishment. People affected by displacement experience impoverishment through landlessness, joblessness, homelessness, marginalization, food insecurity, increased morbidity and mortality, loss of access to common property and services and social disarticulation. Restoring the natural, physical, human, social and capital can be achieved through land-based resettlement options, re-employment and housing schemes, social inclusion, reintegration of community assets and services, provision of nutrition, health care and education, as well as processes of rebuilding of community networks. This model is highly compatible with the provisions of the IASC Framework on Durable Solutions which inter alia insist that an adequate standard of living, including a minimum access to adequate food, water, housing, health care and basic education; access to employment and livelihoods; and access to effective mechanisms that restore their housing, land and property or provide them with compensation are necessary elements to achieve durable solutions. Both approaches concentrate on the long-term nature of processes which are multidimensional and need to be supported by a different set of actors, stakeholders and institutions.

4.2 The role of the security/stabilization discusssion

In Somalia efforts to establish linkages between durable solutions, peacebuilding and stabilization have extensively drawn from the literature and practice that identifies social inequalities and marginalization as root causes of conflict.

Durable solutions projects that look at issues related to peacebuilding, social cohesion and human security, are premised on the assessment that displaced populations suffer from marginalization (based on identity or on the status of newcomers). They are disadvantaged in accessing social, economic, political and cultural opportunities. They depend on settlement managers that act as informal government, which aggravates their marginalization. Their situation of forced displacement becomes entrenched and protracted, and their vulnerability to shocks increases.

The theory of change of projects like Mlienimo and Danwaagoo posits that if the local government and institutions are capacitated to cater for the needs of populations affected by displacement, and they are perceived to be reliable interlocutors and service providers, then the sentiment of exclusion and disenfranchisement of displaced populations will decrease while the legitimacy of government increases and the threats to instability and insecurity will be contained and mitigated. Analyses that resound with this type of theory of change can be found in the Dadaab Returnee Conflict Assessment published by the Danish Demining Group in August 2017, which looks at the potential conflict drivers triggered by returns in Mogadishu, Kismayo and Baidoa.

Beyond the specific programmes, durable solutions partners have been looking at integrated approaches with practitioners working in the security sector and stabilization, in Preventing and Countering Violent Extremism (P/CVE), governance and protection, in the areas of peacebuilding and conflict prevention for relocation programmes that look at land allocations for sites that are close to areas not yet stabilized.

These approaches draw largely on the provisions of the 2016 IASC Framework on Durable Solutions that highlight the key role of local governments in displacement affected areas as well as the importance of consulting with displaced affected communities during peace and reconciliation processes.

4.3 Recommendation: Strengthening the nexus at all levels

The convergence and cooperation of international humanitarian, peace and development partners is already a reality in Somalia, but such collaboration should be increased, strategically guided and systematized.

International partners should additionally consider cooperation and technical advisory that is not limited to specific projects and their outcomes, but aimed at developing comprehensive policy options to sustain the capacity to implement such programmes.

These may include a combination of infrastructure, disaster preparedness, land development, employment and social protection policies. While it is important that the durable solutions implications for these policies are discussed and dealt with by an intersectoral coordination structure, it is equally relevant that their implementation and the response to displacement be localized and supported by a coalition of partners in the areas affected by displacement.
THE OPERATIONAL CHALLENGE: BRINGING INTERVENTIONS TO SCALE

With the current numbers of households in displacement, achieving durable solutions is a long-term and complex process demanding comprehensive state and social systems to address the human insecurity and marginalization challenges many IDPs and their hosts are facing. Success requires the engagement of the international community as well as the commitment of multiple national and local stakeholders - for decades. Strategic priorities that should be set now will need to be sustainable at four levels:

- Socially, by ensuring that communities affected by displacement and the general public embrace and demand increased policy attention and accountability to resolve the negative ramifications of forced displacement;
- Economically, by ensuring that investments on measures aimed at improving the living conditions of displaced persons do not uniquely rely on external aid (whether humanitarian or developmental);
- Politically and institutionally, by ensuring that decision makers and policy makers remain true to the social constituencies and engage in inclusive processes;
- Environmentally, by ensuring that measures taken in support of displaced populations are climate resilient and respond to adequate levels of physical safety (e.g. relocation sites are built on soil that is not prone to floods or landslides, or that water sources that service displaced populations are not contaminated).

Looking at the current operational engagement, and at the emerging good practices, three options illustrate how strategic decisions made now could support a medium to long term process of successful, peaceful, voluntary (re)integration of IDPs into mainstream society.

5.1. Option 1: Continuing with a project-based approach

The mapping of the Aid Flows (2016 to 2018) reveals that approximately US$ 67 million were mobilized to support initiatives on durable solutions. Most of the current interventions are supported by bilateral funding (this is the case for the few EU Reintegration projects, Danidaag approach supported by DFFD and Programme supported by DANIDA). Some interventions, like Mifidano, and the Cross-Border Project that are implemented by UNHCR, FAO, IOM and ILO, are supported by a UN PMPF (the UN Peacebuilding Fund). Building on the good practices established by these programmes, a project-based approach should be guided by the formulation of area-level outcomes, with a view to bring together other actors working on governance, rule of law, peacebuilding and stabilization, infrastructure, as well as economic development. Agreement on collective outcomes can help maximise the impact that these projects have on the localities affected by displacement, and be complemented by mechanisms that look at the financial and social sustainability of solutions.

In terms of financial sustainability, building on initiatives promoted by the UN Joint Programme on Local Governance, and by other government agencies, local authorities, traditional leaders, community representatives, and relevant actors and stakeholders (relevant federal, state and local authorities, traditional leaders, community representatives, IDPs and hosts, private sector, project partners and implementing partners) can be set up with a view to share information, facilitate coordination and make collective decisions. These committees should be anchored in and chaired by local authorities and will be instrumental in agreeing, monitoring, and reviewing area-level outcomes, or manage durable solutions funds. Such local ownership would help to increase the efficiency of fund use, strengthen impact and enhance overall accountability (both social and political).

5.2 Option 2: Creating an environment with strong incentives to invest in durable solutions

Attaining durable solutions deals with anchoring populations in displacement to a location of their choice. This option draws on three models developed by Dyfed Aubrey (UN Habitat) in the framework of a fact-finding mission looking at urbanization and displacement. The core concept is to look at how the physical space that receives displaced communities may be harnessed to create an incentive for broader city development. The three models consider different types of tenure systems and ownership for land allocations destined to cater for housing and service needs of communities living in informal settlements. They explore possibilities to leverage on the land value to pay for construction and services in areas where housing for displaced communities are planned. Based on tools to capture the land value, a system of incentives is designed to create a win-win situation for private sector, municipalities, urban residents and displacement affected communities.

- The first model looks at privately owned land. In a situation like Somalia, where the economy is not very diversified, land becomes a very important target for investment. This results in speculation and land grabbing, and it is one of the reasons for the recurring evictions in the country. In these situations, private land may be vacant and not developed, or can be temporarily inhabited by “squatters” who are allowed to stay until the value increases and the landlord decides to sell. Model 1 looks at “fit for purpose” land administration systems as a means to support land sharing, so that private land occupied by informal settlers is redeveloped in a way that enables the regularization of the existing development through housing for people living on such land. In Somalia underdeveloped private land can be taxed by the municipality up to 30%, resulting in revenues that can be used as a contribution towards public utilities. In other situations, like Panland for example, betterment levies could be introduced. According to this system, the state collects a tax on a land parcel the value of which has improved as a result of infrastructure investment or other actions, (e.g. roads infrastructure tends to increase the value adjacent land). It can be collected as a financial payment or, ideally, a proportion of the land where IDPs and urban poor can be settled. Land administration and sharing can generate funds for services, and transfer of ownership from private owners to municipal authorities, which would then have space to accommodate the housing needs of displaced populations living in informal settlements. Due to increased land value, such areas may also attract businesses which can provide employment and livelihood opportunities for IDPs.
- The second model looks at scenarios where the municipality has land and wants to allocate it to displaced households. In this case, external actors (or the municipality) invest first into infrastructure such as water, schools buildings, health posts etc. Housing plots are then demarcated and distributed to IDPs who receive tenure documents. Plots are big enough for two housing units which allows IDPs to sell a portion of their land to finance the construction of their own house. The sold portion is re-registered under a new owner. Market stalls can also be built and handed over to local government and revenue gained invested in site improvement (e.g. road surfacing and drainage). If the site is close to areas that have commercial or agricultural potential more infrastructure could be provided by the private owners of that land, with positive returns on the employment and livelihood situation of the displaced communities living on the land. This model leverages on infrastructure investment on the land provided by the municipality and, depending on the size of the plot, allows building a larger quantity of houses compared to an approach with the international community building housing themselves.

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The model could also be used in the context of model 1 provided the portions of land that are transferred to the municipality as a compensation for increased land value are large enough and thus leverage finance for greater social impact.

These models are not without risks in a context where certain displaced communities are victims of deeply rooted discrimination and marginalization. It will therefore be important to develop (i) appropriate processes ensuring full consultation and participation of affected communities and other stakeholders; (ii) sound model agreements and institutional frameworks to avoid exploitative arrangements further marginalizing IDPs; (iii) models for effective public-private partnerships that would attract the interest of investors while safeguarding the role of local authorities; and (iv) approaches that are not limited to the provision of housing but also ensure access to basic services and livelihood opportunities. It would also be important that the new NDP explicitly provides for and encourages models such as those outlined here.

In all three models, the land value will effectively absorb the cost of providing IDP housing at scale and thus maximize the potential of land-based financing for IDP housing. Donor contributions are thus used to provide social amenities instead of houses and thus leverage finance for greater social impact.

5.3 Recommendation: Combining options 1 and 2 building on synergies

In practice these options can be harmonized and all of them rely on a strong synergy between local authorities, displacement affected communities, the private sector and other key stakeholders including customary leaders, security actors and civil society. Land value capture options can be implemented simultaneously to other key successful initiatives that are currently being funded, and these can in turn invest in supporting measures such as “fit for purpose” land administration systems, or housing trust funds, or the initial investments on social and physical infrastructure that are necessary to stimulate the land value prior to harness its payoffs.

Like other countries, Somalia is confronted with the challenge of finding institutional arrangements that ensure effective coordination and implementation of activities aimed at finding durable solutions for IDPs. At the federal level, several entities (Ministry of Interior, Federal Affairs and Reconciliation; the National Commission for Refugees and IDPs; Ministry of Humanitarian Affairs; and the Special Envoy on Migrants and Children’s Rights) are assuming different responsibilities for IDP issues in their respective capacities.38 This has been resolved by the recent establishment of the Durable Solutions Secretariat coordinated by the Ministry of Planning, Investment and Economic Development (MOPEID). The Secretariat is currently working on the Federal Member States coordination led by the Ministry of Interior. The Cabinet Committee on Social and Human Development chaired by the Prime Minister provides political guidance through its Social Development Road Map. At the same time, a Draft National Policy on Refugee-Returnees and IDPs (NPRII) is pending with Cabinet and is due to passed, which provides for the establishment of an Inter-Ministerial Task Force for Refugee-Returnees & IDPs (TRRFR).

As regards the international community, the present SDRF Resilience Pillar sub-working group on Migration, Displacement and Durable Solutions provides the forum for aid coordination on the operational level between the Somali Federal Government and international donors and actors. Whereas a revised SDRF structure may not have a dedicated sub-Working Group, an equivalent structure to coordinate mutual accountability for aid effectiveness on Solutions will need to be established to ensure that durable solutions interventions are implemented in a coordinated manner that ultimately achieve impact level results.

6.1 Model 1: Delegating implementation to a special ministry or entity

Only very few countries have delegated the task of addressing internal displacement to a special entity.

Thus, in Colombia, the so called Victims Unit (Unit for Comprehensive Victim Support and Reparation) has the main responsibility for return or resettlement of IDPs.39 Experience shows that the Victims Unit has difficulties to convince line ministries to join efforts to achieve the goal of durable solutions.39 This is not surprising, taking into account that delegating a task that essentially requires a whole of government approach to an isolated entity will create a perception among line ministries and other stakeholders that they have hardly any responsibility to contribute to durable solutions. Georgia used to delegate full responsibility for IDPs including durable solutions to a specific Ministry (Ministry of Internally Displaced Persons from the Occupied Territories, Accommodation and Refugees of Georgia).40 However, the government decided in 2018, to dissolve the Ministry and integrate its functions into “three existing ministries - Regional Development and Infrastructure, Internal Affairs, and Health.”40

While responsibility for humanitarian responses in emergency situations may be best assigned to one body in order to avoid coordination problems within the administration, these experiences indicate that due to the crosscutting nature of efforts to achieve durable solutions, delegating implementation exclusively to a special ministry or entity is highly problematic.
Many countries with IDPs combine an inter-ministerial mechanism with a lead ministry or entity. In Ukraine, for instance, the Cabinet of Ministers is coordinating and supervising the implementation of the national development interventions of IDPs, while the Ministry for Temporarily Occupied Territories and Internally Displaced Persons is the lead ministry. The Action Plan on Implementation of the Strategy of Integration of Internally Displaced Persons and the National Level Committee on Internal Displacement for the Period 2018–2020 and 2021–2024, which will set up Working Committees on the implementation of IDP camps for relevant regions and states, is designed to coordinate efforts of the ministries and other bodies implementing activities on behalf of IDPs. While the Ministry for Temporarily Occupied Territories and Internally Displaced Persons is the lead ministry, the National Steering Committee on Internal Displacement headed by the Prime Minister is responsible for overseeing the implementation of the Action Plan and the National Level Committee on Internal Displacement.

6.2 Model 2: Combining an inter-ministerial mechanism with a lead ministry or entity

In Sri Lanka and Afghanistan, the Ministry of Prison Reforms, Rehabilitation, Resettlement and Hindu Religious Affairs also acts as the lead ministry and focal point with support or assume the functions of ITRRI at a technical level, especially when the role of district authorities and processes related to voluntary and dignified processes of local integration are considered. The Ministry of Prison Reforms, Rehabilitation, Resettlement and Hindu Religious Affairs is mainly in charge of implementing IDP-related activities, especially when the role of district authorities and processes related to local integration are considered.

In Afghanistan, the Ministry of Refugees and Repatriation is mainly in charge of creating an institutional structure at the federal level to deal with durable solutions, according to its Draft Strategy on IDP Camp Closure, a National Level Committee on Closure of IDP Camps will be created which in turn will be responsible for implementation. The National Level Committee on closure of IDP Camps is a mechanism with a lead ministry or entity.


Resolution has to provide guidance at a political level, including in case of disagreements regarding roles and responsibilities of relevant actors. Regarding institutionalisation of these coordination bodies, it will be critical that their function be cross-referenced in forthcoming tools and instruments including, in particular, the next edition of the National Development Plan.

6.3 Model 3: Creating a stand-alone committee structure in charge of durable solutions

The Ministry of Prison Reforms, Rehabilitation, Resettlement and Hindu Religious Affairs is responsible for chairing such mechanism lies with the ministry that has the lead on displacement issues. While the Ministry of Prison Reforms, Rehabilitation, Resettlement and Hindu Religious Affairs chairs the National Action Plan, the Durable Solutions Secretariat has the authority to delegate this task to a national governmental department.

The Ministry of Prison Reforms, Rehabilitation, Resettlement and Hindu Religious Affairs, National Policy on Durable Solutions for Conflict-Affected Displacement, 2016. In Afghanistan, the Ministry of Refugees and Repatriation is mainly in charge of creating an institutional structure at the federal level to deal with durable solutions, according to its Draft Strategy on IDP Camp Closure, a National Level Committee on Closure of IDP Camps will be created which in turn will be responsible for implementation.

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The Ministry of Prison Reforms, Rehabilitation, Resettlement and Hindu Religious Affairs acts as a focal point, “key line ministry with mandates over areas essential to the provision of assistance, protection and durable solutions” participate in the implementation of the IDP policy. In Afghanistan, the lead ministry (Ministry of Refugees and Repatriation) is mainly in charge of policy and coordination while implementation lies with relevant line ministries and other governmental entities whose roles are described in detail in the IDP Policy.

Thus, for instance, the Ministry of Public Works, Reconstruction and Housing would be responsible for issues related to the construction of houses (section 3.3, subsection 2) and the Ministry of Education for measures regarding education (section 3.3, subsection 2b), etc.

Finally, as provided for by Chapter 5 of the draft policy, a revised National Action Plan should detail the respective roles and responsibilities of the relevant line ministries, other federal entities and the Federal Member States in accordance with their prescribed constitutional and legal roles with regard to each of the tasks and measures listed in Chapter Three section 3.3 “Durable solutions: Conditions and support measures” of the Draft Policy. Thus, for instance, the Ministry of Public Works, Reconstruction and Housing would be responsible for issues related to the construction of houses (section 3.3, subsection 2) and the Ministry of Education for measures regarding education (section 3.3, subsection 2b), etc.

6.4 Recommendation: Determining the respective roles of federal ministries and entities

As mentioned above, Somalia has made important progress in creating an institutional structure at the federal level to deal with durable solutions that is close to model 2 and reflects Somali realities. The Cabinet Committee on Social and Human Development chaired by the Prime Minister with its Social Development Roadmap and the Durable Solutions Secretariat offer a solid framework for coordination. The role of MoPIED is framed in terms of ensuring horizontal coordination between relevant ministries as well as ensuring that solutions are adequately reflected in relevant plans and programmes, whereas NCFI has the responsibility for developing policies, strategies and databases. At the same time, the Ministry of Interior as Secretariat member is responsible for vertical coordination between the federal and subnational levels, especially when the role of district authorities and processes leading to their establishment is concerned.

A remaining challenge is to ensure that the National Policy on Refugee-Returnees and IDPs (NPRIIR) once approved does not create new parallel structures. The present draft provides for an Inter-Ministerial Task Force for Refugee-Returnees & IDPs (ITRIIR) which “shall coordinate and oversee the roles and responsibilities” of the different actors dealing with IDPs and returning refugees. The present text does not specify how this body will relate to the Durable Solutions Secretariat and the Cabinet Committee on Social and Human Development. This needs to be clarified. One option would be to provide that the Durable Solutions Secretariat with support or assume the functions of ITRRI at a technical level, whereas the Cabinet Committee on Social and Human Development has to provide guidance at a political level, including in case of disagreements. The institutional challenge: Ensuring a whole-of-government approach.
The Somalia Durable Solutions Initiative has made important progress, but impact on the lives of the huge number of IDPs has been limited. More than three years since the launch of the Initiative in 2016, the time has come to look into ways to scale up efforts to improve the lives of marginalized IDPs, returning Somali refugees and their hosts, and ultimately find durable solutions ending their displacement and allowing them to (re)integrate into mainstream society. In a context of rapid urbanization where a majority of IDPs does not wish or is unlikely to return to rural areas, such solutions must be primarily based on area-based urban interventions that provide IDPs and returnees with safety as well as adequate housing with security of tenure and access to basic services, and are linked to labour markets and other livelihood opportunities. Such approaches require strong local ownership and accountability. Localized multi-stakeholder coordination platforms (District Displacement Solutions Committees) and Local Durable Solutions Funds would help to meet this requirement.

To significantly scale up durable solutions programs and projects requires to further strengthen efforts enhancing the humanitarian-development-peacebuilding nexus at financing, planning and operational levels. A better understanding that despite different concepts and working methods humanitarian and development actors share many core values as well as the more frequent use of multi-partner trust funds and joint or joined-up programs would, among others, significantly contribute to strengthening this nexus.

The early adoption of the presently almost finalized Draft Somalia National Policy for Refugees, Returnees and IDPs, Draft Housing, Land and Property Act for Refugees, Returnees & IDPs, as well as Draft National Evictions Guidelines would be important to provide a solid normative framework at the federal level. It would also be important that the next National Development Plan will (i) mainstream displacement issues into relevant chapters; (ii) focus on an urbanization and poverty alleviation perspective to achieve durable solutions; (iii) link responsibilities for durable solutions to resource allocation and an accountability framework based on fiscal scenarios; (iv) and promote interventions which trigger private investments and facilitate public-private partnerships, particularly with regard to providing housing solutions for displacement affected communities while not neglecting issues linked to safety, access to basic services and livelihoods.

At the operational level, complementing on-going programs and projects to find durable solutions with models that leverage on the land value to pay for construction and services in areas where housing for displaced communities are planned (see above, section 5.2), including the creation of opportunities for public-private partnerships and win-win situations for private sector, municipalities, urban residents and displacement affected communities would be crucial to reach a critical scale of interventions.

Finally, despite important progress made at the federal level, further efforts are needed to clarify the respective roles and responsibilities of different governmental actors in order to ensure a whole-of-government approach.