



KNOWLEDGE MATTERS

SPECIAL ISSUE:

Durable Solutions in Somalia



Enhancing Integration of Displacement
Affected Communities in Somalia



CONCERN
worldwide

**ENDING
EXTREME POVERTY
WHATEVER
IT TAKES**

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From the Issue Editor

Welcome to a special edition of Knowledge Matters on Durable Solutions. This issue is dedicated to exploring the progress, challenges and lessons learnt from the Durable Solutions Consortia and programmes implemented in Somalia during the last 3 years by Concern and other implementing partners.

Today the number of people living in internal displacement around the world is the highest it has ever been. Conflict, violence,

natural disasters, and pandemics introduce new risks for increasing protracted displacement and threaten the achievement of long-term solutions, especially in urban settings. A 'Durable Solution' (voluntary repatriation, local integration and resettlement) is achieved when displaced persons no longer have any specific assistance and protection needs that are linked to their displacement and they can enjoy their rights without discrimination on account of their displacement. In this context, Durable Solutions is becoming more than a humanitarian sector, it is an approach that cuts across multiple sectors to achieve integration and sustainability and is focused on displaced populations and those affected by displacement, including refugees, returnees and the host populations.

As donors and agencies design the humanitarian agenda for the coming years, internally displaced people (IDPs), especially women who are often more severely affected, should be kept at the centre of the discussions. Local authorities should be at the forefront of this design effort, as they will respond to future displacement. In the search for long term solutions national responsibility, leadership and international accountability becomes more important than ever.

This special edition of Knowledge Matters brings together the experiences of practitioners from some of the most complex and critical areas where Durable Solutions are being applied today. I hope that the learnings they share here will reach all those willing to start or continue similar initiatives, as well as challenge our current approaches to further look for innovations and keep the discussion on Durable Solutions vibrant. I sincerely thank the generous participants who have contributed with their articles, which I believe have enriched this publication in an invaluable manner. I also express my gratitude to all the colleagues who have continuously inspired me since I joined Concern in early 2019.

Beatriz Valbuena

Introduction: DS Momentum in Somalia

By Peter de Clercq and Beatriz Valbuena

Since 2015, displacement and Durable Solutions in Somalia have been positioned very centrally on the humanitarian and development agendas in the country. We have seen an evolution of the displacement theme from a predominantly humanitarian and protection-oriented approach to an increasingly developmental one. More recently, a collective appreciation of displacement as closely linked to the irreversible urbanization process has emerged and we are now starting to think in the direction of displacement solutions in the context of “spatial planning” and “human settlement”.

The numbers are still increasing and climatic events (droughts/floods) and conflict continue to drive people from their homes, most times in an irreversible process of displacement/urbanization. In spite of our best collective efforts, we have not made a sufficient impact on the occurrence of regular evictions.

Moreover, we have, as yet, been unable to develop a collective methodology to “measure integration”, in other words to determine in how far Durable Solutions programmes have been able to either reduce the number of people who consider themselves as IDPs or feel that their situation has improved compared to when they were first displaced. A measuring mechanism would be a great tool to help promote the accountability between local/municipal authorities and their constituencies. An interesting article on this topic is included later in this issue.

Municipal authorities are clear that management of the IDP issue and its Durable

Solutions means tackling the role of the gatekeepers. In some literature produced by international partners, it is being argued that the gatekeepers should be subjected to certain guidelines and codes of conduct in order to become “part of the solution”. However, a major landmark change would be a full assumption of responsibility and accountability by the official authorities closest to the populations.

Our view of Durable Solutions in Somalia should be informed by a realization that the current rapid urbanization process driven by displacement is not an entirely “spontaneous process”. The provision of assistance and improved service delivery in cities fuels the increase in “urban drift”, particularly to the large municipalities.

A significant number of the protracted displaced persons are former pastoralists, who have lost their (small) herds and are forced to come to cities seeking a new existence, including livelihoods. They will not return to their original way of life, as restocking of small herds is unlikely (and may well be undesirable).

By decentralizing service provision and livelihoods away from the major cities in Somalia (smaller towns) we will not be able to stop or reverse urbanization (which is a global reality) but manage it in a more measured and deliberate manner.

There is still a significant lack of coherence, even in terms of the desired “outcome” of the Durable Solutions process. A “classic” focus

on the three well-known Durable Solutions in refugee contexts (return, reintegration and resettlement) should be replaced by a concept of “human settlement” or “spatial planning” which would facilitate solutions to be pursued in a less compartmentalized mode.

There is also a risk that the plethora of wider concepts floating around under which the IDP dossier is placed (Durable Solutions, resilience, social protection) contributes to a lack of focus, or the opposite, a multi-focus and partial approach to some of the big themes and priorities in Somalia.

There is no doubt that a humanitarian focus remains relevant and necessary as resilience levels continue to be critically low in Somalia, in spite of significant investments at family, community, and increasingly at institutional level. Recently, the country has once again been plagued by floods which have focused attention of the international community on the immediate needs. Although these floods are unfortunately highly predictable and recurrent, they do contribute to protracted displacement.

There is a longstanding and sustained need in Somalia for disaster management and coordination capabilities. This is still lacking, however, and every major emergency is still dealt with in an ad hoc and stand-alone manner.

Now more than ever, there is a need to (re)introduce disaster risk resilience as humanitarian events and disasters in the country are utterly predictable, both in terms of their scope, location and timing. This means we have an opportunity to invest much more significantly in prevention.

The international community has not adequately pursued a potential link and cooperation with the private sector in Somalia, yet it is clear that this sector will continue to play an important role in the development process, in particular the provision of basic social services (such as health, education, electricity and water) and promotion of

sustainable livelihoods in the country. The role played by the private sector in the pursuit of Durable Solutions cannot be overstated.

The current business climate in Somalia is extremely unfriendly, yet there is major space for investors willing to make high risk / high yield inputs, which should be encouraged by donors as well. In particular in some fields like livestock management (including meat processing), coastal communities and value chain activities, hopefully donors will be able to look at co-financing and promoting public-private partnership (PPP) ventures.

It is becoming increasingly clear that revamping the “social contract” between the state and its citizens in Somalia will depend on implementation at the level of and in consultation with beneficiaries and authorities closest to the constituencies. This means that the role of sub-federal authorities such as municipalities and district administrations will need to be reinforced, particularly where it concerns service delivery and the delivery of social and physical justice.

The Durable Solutions agenda calls for a reinforced multiple level cooperation between the government and its development and humanitarian partners, as well as the private sector, underpinned by a “whole of government approach”. However, this needs to be mirrored by an “all of donors approach” requiring more coordination and interaction between the many international players.

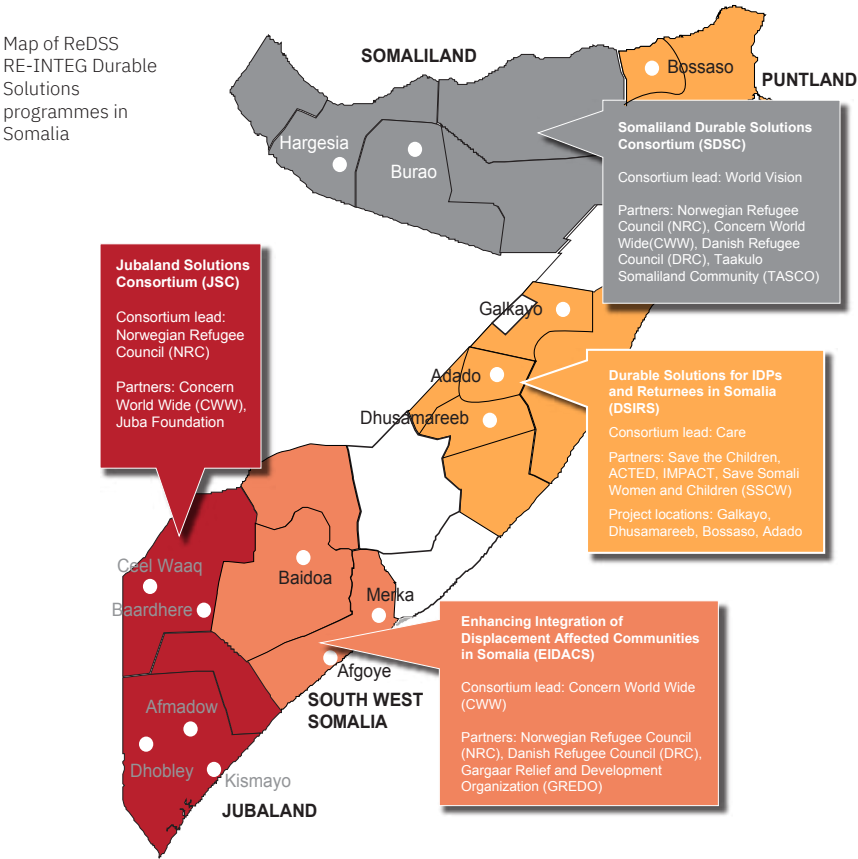
“The time has never been riper for an integrated, collective, comprehensive and government-led move towards Durable Solutions for displaced populations... We should not fail this opportunity.”

Extensive analytical work by the World Bank and others has now undeniably established that the internally displaced are in the category of “furthest left behind”. The time has never been riper for an integrated, collective, comprehensive and government-led move towards Durable Solutions for displaced populations... We should not fail this opportunity.

This Knowledge Matters issue has been facilitated by the EIDACS Consortium¹, one of

the EU RE-INTEG² funded Durable Solutions Consortia in Somalia.

The Durable Solutions ecosystem in Somalia is broad, including other RE-INTEG Consortia which are showed in the map below; Danwadaag DS Programme, funded by DFID³ and led by IOM⁴, where Concern is one of their implementing partners; DSP, funded by DANIDA and led by Danish Refugee Council (DRC); and numerous UN initiatives included in the following article.



1. EIDACS: Enhancing Integration for Displacement Affected Communities in Somalia

2. RE-INTEG: Enhancing Somalia’s responsiveness to the management and reintegration of mixed migration flows

3. UK Department for International Development

4. UN International Organization for Migration

The Durable Solutions Initiative in Somalia

By Teresa del Ministro

The Durable Solutions Initiative (DSI) was launched in 2016 as a joint effort led by the Federal Government of Somalia and the United Nations.¹ Professor Walter Kaelin,² since 2015, has been orienting the strategic direction of the Initiative, and guiding the Deputy Special Representative of the Secretary General, Resident and Humanitarian Coordinator (DSRSG/RC/HC) and the community of practice on priorities at the normative, institutional and operational level. He has defined the Initiative as:

“A collective framework aligned to the National Development Plan [that] 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”³

The Durable Solutions Initiative has been the first effort of its kind to jump start a movement that has mobilised a set of diverse stakeholders such as humanitarian, peacebuilding and development actors, compelling them to change the way in which displacement issues were addressed. In Somalia large scale, protracted, urban displacement had been tackled primarily with humanitarian interventions.⁴ Another important element of the Durable Solutions Initiative is the absolute emphasis placed on the government as a driver of the interventions aimed at tackling forced displacement. The Initiative has thus focused on the following priorities:

- Achieving a set of policy tools to institutionalise priorities and measures taken by government actors to support safe, voluntary and dignified local integration, return and resettlement⁵

^{1.} Instrumental to this were the Deputy Prime Minister Mohamed Omar Arte and the UN Deputy Special Representative of the Secretary General, Resident and Humanitarian Coordinator Peter de Clercq

^{2.} Professor Walter Kaelin has served as Representative of the Secretary General on the Rights of Internally Displaced Persons, promoting the Guiding Principles on Internal Displacement and leading the effort to approve the Inter-Agency Standing Committee Framework on Durable Solutions for Internally Displaced Persons. He has been serving as a Special Advisor on Internal Displacement to the UN DSRSG/RC/HC in Somalia since 2015. Professor Kaelin is a global advocate on displacement solutions and provides support to multiple country operations in the world.

^{3.} UN in Somalia, *Displacement Populations and Urban Poor no longer Left Behind*, 2019

^{4.} When the DSI was launched in 2016 the number of persons in a situation of forced displacement had not been declined since the latest wave of rural-to-urban migration triggered by the 2011 drought that killed over 250,000 Somalis. In 2015 the number of internally displaced persons was estimated to be 1.1million, and it had remained steady since 2013.

^{5.} It must be noted that particularly internally displaced persons settled in urban areas have repeatedly expressed a preference for local integration.

- Instating and institutionalise an inter-ministerial cooperation mechanism to promote a holistic approach reintegration process.
- Calling for a coherent and joined-up way of programming aid assistance for the populations in displacement, not only looking at securing financial resources for the projects and programmes, but also advocating for broad partnerships across the humanitarian, peace development nexus.

Beyond definitional and labelling issues, one of the successes of the Initiative is that its broad provisions have been embraced, reinterpreted, implemented and owned by different sets of actors. Spin-off movements and projects that were not explicitly linked to the Initiative, have contributed to its objectives. Some of its provisions, articulated in a set of seven reports by professor Kaelin, were taken into account and implemented by government, donors, operational agencies. At the normative level for example, the advocacy on the national frameworks resulted in the approval in 2019 of a National Policy for Refugees and Returnees and Internally Displaced Persons. Authorities and the International Development Law Organisation organised broad consultations among the Durable Solutions community of practice, and beyond. Social groups, university students, unions and community representatives were involved throughout the process. The DSI supplied technical inputs, strong advocacy and support for multi-stakeholder process which ultimately, unlike previous attempts, was successfully brought to completion. The government has made Durable Solutions a central priority of two subsequent cycles of National Development Plans.⁶ Finally, after the ratification of the Kampala Convention, through the support of UNHCR, the

⁶ The NDP8 (2017/2019) had a dedicated chapter within the Resilience Pillar. The NDP9 identifies solutions as one of its “cross-cutting” imperatives.

“One of the successes of the Initiative is that its broad provisions have been embraced, reinterpreted, implemented and owned by different sets of actors.”

government is setting in motion a legislative process to domesticate the Convention into national legislation.

Achieving the inter-ministerial coordination mechanism has probably been one of the most complex steps for the Initiative, and one that has shown the importance of spin-off movements for its achievement. The institutional design of the Somali state is in the making. Since the instatement of the Federal Government of Somalia in 2012, it has been marked by continuous negotiations between the central and regional administrations. The last eight years have shown remarkable progress in terms of state-building and consolidation. However, defining mandates for a cross-cutting issue such as Durable Solutions in a context where the roles and responsibilities of government entities are gradually defined is a challenging task. The Durable Solutions Initiative has advocated for an inter-ministerial approach and “horizontal coordination”, recognizing that finding reintegration solutions for over 2.6 million internally displaced persons, over 90,000 refugee returnees and 30,024 refugees and asylum seekers⁷ is a daunting undertaking that must be tackled systematically by multiple Government actors.⁸ The same applies to the involvement of different tiers of government which include Federal

⁷ Source: UNHCR

⁸ Whereas the internal displacement figures refer to estimates of the population in displacement in 2020, the figures on refugees and asylum seekers were verified by UNHCR. Cf. Cv-19 Country Preparedness and Response Plan, 2020.

Member States, Local District Councils and care-taker administrations. It was an independent initiative of the Danish Refugee Council which supplied the capacity support needed in the Federal Ministry of Planning Investment and Economic Development to support this process.

Since 2018, the Durable Solutions Directorate has been working to ensure that institutional arrangements for horizontal and vertical coordination exist at the Federal Level and in the different localities. This has resulted in the launch of the Durable Solutions Secretariat in 2019. It is important to note that the provision and advocacy on an inter-ministerial body started by the Initiative was central to the effort that brought it about. This mechanism is supported by a set of equally important coordination platforms led by the government at state and municipal level, which exist in Puntland, Hirshabelle, Galmudug, Benadir, Jubaland and South West State. It is important that cooperation among these governance mechanisms continues and that positive institutional dialogue guide a clearer division of roles and responsibilities among these entities.

The Initiative has been a strong driver of resource mobilization efforts. Since 2016, close to 90 million US dollars were allocated for programmes and projects that were relevant for Durable Solutions. With a few exceptions, the majority of these projects were joint initiatives between UN agencies and NGO's. Implementing partners in particular have promoted programmes aimed at rebuilding trust between authorities and communities in displacement- who often have limited access to participation in public affairs. With varying degrees, partners have included the government, devolving responsibilities for the implementation of projects. This applies to all of the Durable Solutions programmes and particularly *Midnimo 1* and 2, the *EU RE-*

INTEG consortia projects, *Xalka Waara*, and *Danwadaag*.⁹ Partners have kept supporting through early solutions and developmental initiatives a whole set of operational priorities that are instrumental for local integration returns and resettlement, but also to enjoying rights and protection. These dealt with tenure security, education, housing, basic services, water, health (both physical and mental), support against sexual and gender-based violence and support to business creation, employment and employability. In their operational undertakings, especially the NGO partners have benefitted from the continued learning which has been promoted and consolidated by the Regional Durable Solutions Secretariat. This body was instrumental in achieving a better understanding of the aspirations and vulnerability of persons in displacement but also to anchor interventions to the Inter-Agency Standing Committee (IASC) Framework on Durable Solutions – thanks to the elaboration of indicators in the areas of physical, legal and material safety.

The main challenge for all stakeholders and champions supporting Durable Solutions is to achieve reintegration support at scale.

⁹ Midnimo means 'Unity' and is a project that in its first iteration was implemented by IOM and UN Habitat in Jubaland and South West State. In its second phase UNDP joined the partnership and the three agencies are now operating in Hirshabelle and Galmudug. The project receives funds by the UN Peacebuilding Programme, Japan, and the UN Trust Fund for Human Security. *Xalka Waara* translates into 'Durable Solutions' and it is a programme implemented by DRC with DANIDA funding. *Danwadaag*, which translates into 'Partnership' is a Durable Solutions programme that is funded by DFID and implemented by IOM, NRC, Concern and ReDSS. The EU RE-INTEG was a fund allocation across three results. Regarding the solutions, we will consider result 2 and 3 that has seen projects implemented countrywide in Somalia by various national and international partners. These are: Worldvision Concern, CARE, NRC, CESVI, GREDO, Jubba Foundation, SWDC, UN Habitat, UNHCR, UNDP, Sido, IDLO

The support of the various programmes over the years is estimated to have reached over 1 million displaced persons in Somalia, which is less than half the caseload of the persons of concern. In addition to reaching all Somalis affected by displacement, it is important that the support already provided continues until the displaced no longer have special protection needs related to their condition and until discrimination based on their displacement ends. These are long term processes that require a whole society to come to terms with the impact of a thirty year-long conflict and its negative ramifications. It requires sustainable and blended financing to ensure that over time displaced persons who are still among the most vulnerable groups in country gain skills, resources and opportunities to join mainstream society and have equal access to rights and services. It requires solidarity among Somalis of all walks of life to make reintegration in all spaces possible: government offices, work settings, schools and universities, courts, and communities. It requires continued engagement and adaptability from the international community to adjust funding mechanisms and implementation modalities for long-term interventions, to invest in strategic sectors that are likely to generate sustainable financing for solutions processes and to be more rigorous in tracking the overall impact of their intervention on the reduction of forced displacement. The Local Integration Index piloted by Danwadaag is a step in that direction, but these efforts must be consolidated and stepped up.

Going forward, with the hope that the Initiative finalise its transition to a national and social movement fully owned by Somalis, partners should focus their attention on anchoring Durable Solutions in society, promoting through Somali solidarity networks a continued demand for policy change, affirmative action, and service delivery. Displaced persons need to be driving their own solutions, and to do so they will require support of host communities, governments and international partners. Localising solutions interventions, while advocating for budgetary policies at national level will be a fundamental next step to reinforce processes of accountability towards communities affected by displacement. In a country that has not yet fully experienced one-person-one-vote elections since the outbreak of the civil war, it will be important to support the participation of displaced persons in public affairs by ensuring that social accountability also results in political accountability during universal electoral processes. Engaging in partnerships with the private sector, including displaced persons in national safety net programmes, promoting corporate social responsibility and finally increasing the regulatory power of government for a subsidised provision of services delivered by private sector to vulnerable groups are additional measures that should be supported in order to increase the impact of these interventions.

Lessons learned from the EU RE-INTEG Durable Solutions Consortia

By Rufus Karanja and Beatriz Valbuena

In recent years, momentum at the political and policy levels on Durable Solutions has been matched by an expansion of the range and scale of Durable Solutions programming in Somalia. The European Union-funded RE-INTEG Programme (RE-INTEG) is a multi-year programme focused on the sustainable (re)integration of IDPs and returnees in Somalia, which commenced in 2017 and will conclude in 2020. RE-INTEG was followed by two further Durable Solutions-focused programmes in Somalia: Danwadaag¹ and the Durable Solutions Programme² (DSP), funded by DFID and DANIDA respectively³.

This article is based on a [documentation of lessons learned](#) undertaken by the Regional Durable Solutions Secretariat (ReDSS) which was a learning partner of three RE-INTEG NGO-led consortia : The Jubaland Solutions Consortium (JSC); The Enhancing Integration of Displacement Affected Communities in Somalia Consortium (EIDACS); and The Somaliland Durable Solutions Consortium (SDSC). These three consortia have adopted a harmonized, solutions-oriented approach. Four common outcomes- focused on community engagement, access to basic services, livelihoods, and research and learning- have

been adopted. Progress towards these collective outcomes is measured by 10 common IASC outcome-level indicators based on the [ReDSS Durable Solutions Framework](#).

The objective of the report was ***to document learning and promising practices from the EIDACS, JSC and SDSC programmes*** in the following areas: 1) Strategy and approach, including the use of the IASC indicators; 2) Consortium governance structures and coordination within and between consortia; 3) Engagement with critical Durable Solutions stakeholders, particularly government representatives and displacement-affected communities (DACs); and 4) Learning and project adaptation. Key lessons learned and promising practices were identified through a desk review of key programme documentation and relevant external documents, and 20 key informant interviews with programme stakeholders, including RE-INTEG implementing and learning partners, the EU, representatives of government, and partners from other Durable Solutions consortia. Learning identified as part of this process is intended to inform ongoing and future solutions-focused programmes in Somalia and the wider region.

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1. IOM-led solutions consortium with Norwegian Refugee Council (NRC), Concern, Shabelle Community Development Organization (SHACDO), Juba Foundation and ReDSS as partners
 2. DRC/DDG-led solutions programme with WYG and ReDSS as partners.
 3. Refer to the map on page 5



Asha lives in Baidoa and she is a victim of multiple forced evictions, 2019. Photo: Abdirisak Aden Ahmed / NRC.

Lessons learned from the EIDACS, JSC and SDSC programmes

Strategy and approach

1. Durable solutions programming can enable a coordinated approach to addressing displacement which spans the humanitarian-development-peace/state building nexus. The EU RE-INTEG programme has created the space for increased collaboration between political, humanitarian and development actors in efforts to advance (re)integration and support area-based development.
2. An effective area-based approach is dependent upon ensuring complementarity and coordination with other actors and programmes within the defined geographical area to address social, economic and political challenges and opportunities.
3. Durable solutions programming should work in complementarity with resilience programming in rural areas, and should promote both local integration in urban areas and, where the security situation allows, voluntary, safe and dignified return and reintegration in rural areas.
4. Durable solutions-focused programmes should develop a clear theory of change, which outlines a causal pathway for advancing (re)integration and addressing vulnerability across DACs.

An individual solutions-focused programme does not necessarily need to address all the needs and displacement-specific vulnerabilities within its area of implementation, however, it is important to understand the planning and interventions that exist, the gaps that can be filled, and the opportunities to advance solutions that can be capitalized on.

5. IASC Indicators can be adopted into logframes, but in doing so they should be contextualized and clearly defined. A clear protocol for disaggregating data according to displacement status is also crucial to understand the extent of displacement-specific vulnerabilities and how these change over time.
6. There is a lack of evidence and consensus among Durable Solutions actors on what works and what does not in the process of measuring and monitoring progress towards (re) integration.
7. Durable solutions programming should support broader displacement-focused data collection and analysis efforts, and promote government ownership of these efforts.

Consortium Governance and Management

1. Working as a consortium enables agencies to deliver comprehensive, multi-sectoral responses to displacement, and implement area-based approaches in displacement-affected communities. By pooling their expertise, the consortia partners have been able to deliver multi-sectoral programmes, focused on local governance; housing, land and property (HLP); water, sanitation and hygiene (WASH); education; health; protection; and economic empowerment.
2. Adequate investment is required in consortium management structures to ensure harmonisation of approaches across agencies, maximisation of synergies and impacts across sectors, cross-learning, and robust monitoring and evaluation of programmes.
3. Space needs to be created for the meaningful involvement of national/ local humanitarian and development organisations in the design and

implementation of solutions-focused programming. Three local NGO partners- GREDO, Juba Foundation, and TASCO- have brought vital expertise, local knowledge, strong community relations, and geographical reach to the consortia.

Community engagement

1. Durable solutions programming should seek to utilize and build upon what is already in place. A comprehensive mapping of community structures should be conducted at the outset, and interventions should try to build on existing capacities and groups, and the plans of these groups. Efforts should also be made to link community groups and their plans to other planning processes.
2. Programme design should incorporate flexibility so as to enable interventions to be driven by community priorities. Implementation of community action plans (CAPs) in future solutions programming would benefit from greater flexibility within the programme design, allowing for adjustments to be made to activities and budget lines based on the priorities identified by communities.
3. Durable solutions programming should create the space and opportunities for communities and key stakeholders to engage in dialogue, collaboration and joint planning. Critical to this is the full documentation of CAPs and the sharing of these plans with relevant government, humanitarian and development stakeholders. Under Danwadaag, CAPs will be consolidated into district-level plans, a process which aims to ensure inclusive planning that is based on the needs of DACs⁴.

⁴ Information obtained from document highlighting Danwadaag/RE-INTEG complementarity, produced by Danwadaag partners.

4. Accountability to displacement-affected communities must be established through prioritizing a two-way flow of information.

Government Engagement

1. Early engagement at all levels of government, especially during the design phase, is essential to secure government buy-in and ongoing engagement.
 2. Achieving Durable Solutions is dependent upon different levels of government having adequate capacity, willingness, and resources to lead Durable Solutions processes; Durable Solutions programming should be designed with this in mind. Future Durable Solutions programming should engage collaboratively at the design stage with key government counterparts to develop a joint strategy to enhance government capacity with specific indicators and milestones.
 3. Government leadership and oversight needs to be encouraged and supported throughout implementation through a variety of approaches. The EIDACS, JSC and SDSC consortia engaged government in the implementation of specific programme activities, in Project Steering Committee and Technical Working Group meetings, in solutions-focused trainings, and through the sharing of project documents, budgets and workplans. Furthermore, joint monitoring processes engaged line ministries in the process of programme oversight and increased partner accountability.
- consortia can add significant value in terms of generating learning, building capacity, and creating the space for dialogue on Durable Solutions. Respondents highlighted that ReDSS have added value to programming in terms of helping to identify lessons learned; connecting the consortia to other critical Durable Solutions actors; building knowledge and capacity; providing guidance on programming principles; and helping to establish a common vision.
3. Multiple approaches should be adopted for capturing and applying learning in Durable Solutions programming. A number of promising, programme-specific learning practices have been adopted by the EIDACS, JSC, and SDSC consortia including joint monitoring with government, annual review sessions, the capturing of individual success stories, and the development of lessons learned documents.
 4. Flexibility should be built into programme design, in order to ensure that learning can lead to effective and appropriate adaptation of programmes. Flexibility is not just determined by the donor and their requirements. It is also about individual agencies and consortia determining their own degree of flexibility in terms of sectors of work and locations of implementation. Future Durable Solutions programming should consider these factors during the design phase, and donors and implementing agencies should be on the same page about the extent and nature of flexibility. Approaches should include testing/piloting different approaches; investing in conflict analysis; carving out the time for periodic lessons learned reflection sessions; and investing in DAC accountability mechanisms.

Learning and Adaptation

1. Processes for learning and adaptation should be embedded into project design, with roles, responsibilities and processes clearly defined.
2. The inclusion of a learning partner in

Conclusion

In identifying lessons learned from the EIDACS, JSC and SDSC programmes, a number of areas where there were shortcomings have been identified. IASC indicators should have been contextualized, adapted and clearly defined, and standard approaches to measuring them should have been developed at the design stage. More investment should have been made into consortium management structures. Having a joint Consortium Management Unit (CMU) across the three programmes would have helped in harmonizing approaches, integrating different programme components and sectors, enabling cross-learning, and standardising approaches to the monitoring of outcome indicators. Although the programmes engaged constructively with government stakeholders, there was no clearly articulated strategy around engagement and capacity development with different levels of government. Furthermore, approaches to community engagement and CAP development were fragmented, and the CAPs were often isolated from other actors.

Despite this, the RE-INTEG consortia have been able to move beyond traditional short-term humanitarian programming, and bring a resilience- and development-focused approach to addressing displacement. The consortia partners have been delivering multi-sectoral programmes that have advanced the multiple elements of (re) integration. Furthermore, the multi-sector/ multi-actor nature of the programmes has aided the implementation of area-based approaches, and created more space for the programmes to engage government representatives and communities collaboratively rather than as individual agencies. The 3-year programme timeframe has also offered increased opportunities for learning and adaptation. The EU has shown leadership among donors with its investment in Durable Solutions through

the RE-INTEG Programme. This has led to further investment from DFID and DANIDA in Durable Solutions programming, with Danwadaag and the Durable Solutions Programme. These interventions are learning from, building on, and scaling up the activities, initiatives, and structures put in place by RE-INTEG.

For more information on specific case studies from the RE-INTEG consortia, please see below:

- Establishing and supporting small businesses for displacement-affected communities: a case study from the EIDACS Consortium in South West State
- Protecting Housing, Land and Property rights for displacement-affected communities: a case study from the Jubaland Solutions Consortium
- Increasing access to savings and loans for displacement-affected communities: a case study from the Somaliland Durable Solutions Consortium

Measuring Progress Towards Durable Solutions

By Lena Von Naso

Displacement and Durable Solutions

In Somalia, an estimated 2.6 million people are currently internally displaced. Many humanitarian organisations are working to address the immediate needs this displacement creates. In parallel to this, Durable Solution actors, such as the Danwadaag Durable Solutions Consortium, are working towards more long-term solutions. Working towards Durable Solutions means gradually reducing the needs and vulnerabilities of displacement affected communities (DAC), while strengthening their self-reliance and resilience, so that displaced persons can increasingly enjoy their human rights without discrimination based on their displacement. The end goal of all Durable Solutions processes is sustainable (re) integration.

Measuring local integration through an index

Durable Solutions programmes are guided by the 2010 Inter-Agency Standing Committee (IASC) Framework on Durable Solutions for Internally Displaced Persons and more recently Regional Durable Solutions Secretariat (ReDSS) Solutions Framework. However, there is no comprehensive guidance on how to measure progress towards Durable Solutions or (re)integration in Somalia. Danwadaag has developed a Local (Re)integration Index, or LORI, to address this gap. LORI is a programme-based, contextualised tool to measure the extent of integration of internally

DANWADAAG IN BRIEF

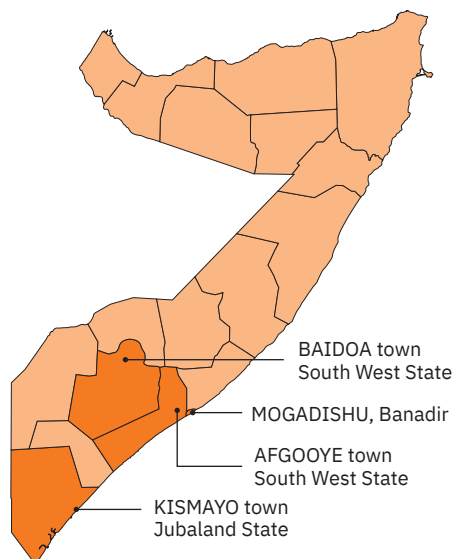
Duration: 2018-2022

Coverage: Mogadishu in Banadir Region; Baidoa & Afgooye in South West State, and Kismayo in Jubaland State

Target population: Displacement Affected Communities (Internally displaced persons, returnees and host communities)

Partners: IOM (lead agency), NRC, Concern Worldwide, Regional Durable Solutions Secretariat, Shabelle Community Development Organisation (SHACDO), Juba Foundation, Gargaar Relief Development Organisation (GREDO)

AREAS OF INTERVENTION



displaced persons (IDPs) and returnees within the host community where they settled after their displacement. The LORI is assessed through household surveys and depicts the score in a singular figure; it can also be disaggregated by different elements, such as the housing standards, access to water, or by location. This helps to monitor progress and also to adapt programming and prioritise resources accordingly. The LORI was based on a tool developed by UNHCR in Ecuador to measure the local integration levels of urban refugees.

Developing the local (re) integration index

Integration is highly subjective and depends on the perception of the person to be integrated¹. Danwadaag as a first step developed a concept of integration, tailored to the Somali context of IDPs in consultation with DACs and other stakeholders. Integration is defined as:

“Living in a peaceful area where one can move freely in safety; building relationships with the community based on trust, addressing challenges and resolving issues together; being fully accepted when participating in social activities and community decision making; exercising one’s rights without discrimination on account of one’s displacement status; and having fair and free access to employment, economic opportunities and resources, primarily water, land, food health, education, and housing, among others, even when resources are scarce.”

As a second step, Danwadaag developed a questionnaire addressing a mixture of subjective and objective criteria of integration based on the ReDSS and IASC framework. These criteria were adapted to



Vendor in Kismayo, March 2019.
Photo: Rikka Tupaz / IOM

the Somali context and additional questions on social cohesion were added after extensive consultations with DACs. This questionnaire was used to survey a sample of 3,028 target displacement affected households. Interviews took place in person with data captured on mobile phones in Danwadaag areas of operation, in Baidoa, Kismayo, Afgoye, and Mogadishu. The data obtained was then used to develop a model to determine the LORI score. For this, Danwadaag looked for connections (positive correlations) between respondents’ answers to their perceived level of integration and other factors. This was to determine which factors influence how a person perceives their integration. For example, households that reported having high quality shelters were much more likely to rate their level of integration higher. Based on these correlations, a large amount of aspects (variables) influencing the perception of integration were chosen and tested. In the end, seven aspects (variables) were found to be key for local integration: Education, food, latrines, housing standards, land, capacity to meet basic needs, and employment. These aspects were then assigned weights to create an index scoring system.

¹. Integrated in the case of internally displaced persons (IDPs) and re-integrated in the case of returnees.

Main findings of the baseline

The majority of displacement affected people move within their own state.² Forty percent left their place of origin because of drought or flooding and more than a third because of insecurity and conflict. Seventy percent were displaced more than once before arriving at their current location and chose the location because of the absence of conflict (38%), because of food aid (25%), and work opportunities (15%). A surprising amount of people rate their level of integration as good or excellent (38%), which could be explained through the fact that they compare their current situation to the place they had to leave because of natural disaster or insecurity. Although the large majority of households have a water source available, almost 40% do not meet basic water consumption needs, and more than half do not meet the maximum amount of person per latrine standard.³ Interestingly, people tend to share water with others of the same displacement status only. The majority do not have a formal lease agreement, almost 50% live in makeshift shelters and shelter type and quality vary widely. The majority of households have only one source of income, usually as a casual labourer, does not eat three meals a day, has informal debt, and is illiterate. Less than half of the school-aged children attend school due to a lack of resources.

² With the exception of Benadir Regional Administration.

³ Twenty people per latrine and 15 litres per person per day (Sphere Standards).

Key aspects to local integration directly influencing the integration score:

1. Proximity to local food markets
2. Safe access to latrines
3. Adequate quality shelters
4. Written lease agreements or title deeds for the land occupied
5. School attendance for children
6. Ability to meet basic needs.

Consequences for programming

The results of the LORI have already had an impact on Danwadaag's programming. For example, acknowledging the impact of land tenure security on integration, Danwadaag now focuses more on housing, land and property activities, standardizing its housing approach across consortium partners, and offers more counselling services for land rights-related issues. It also closely coordinates with local government authorities to prevent eviction and supports the government capacity for official land documentation.

Measuring integration going forward

The LORI has proven to be an effective tool for Danwadaag to measure local integration in target areas, and to adapt programming accordingly. In addition to the LORI, Danwadaag developed a short version of the tool, the LORI Calculator, to obtain the integration score based on a few key questions. The development and testing of both tools are only the first steps to a robust way to measure integration, with recommendations for development. However, it has already made an important contribution to the discussion on how measuring progress towards Durable Solutions is possible.



Enhancing Intergration of Displacement
Affected Communities in Somalia

Project Overview

Somalia remains the epicentre of one the world's largest displacement crises. There are **2.6M Internally Displaced Persons (IDPs)** in the country, out of which more than 180,000 persons were displaced internally during the first half of 2019.

EIDACS is a **EUTF Consortium** under **RE-INTEG** Program, with the objective to contribute to create a conducive environment for **displacement affected communities (DACs)** in South West State of Somalia to reach **durable solutions**.

EIDACS is implemented in **3 Incubator Locations**, clusters of IDP sites at risk in **Baidoa** and **Afgoye**, to find and test realistic solutions in order to inform larger-scale replication efforts. The program involves all who live there – both displaced and non-displaced.

Since EIDACS began in March 2017, more than **149,000** persons are benefiting from Inter-Community Agreements and Restoration of Housing, Land & Property; have improved their standard of living through access to basic services; and have increased their access to realistic Livelihoods. Out of them **67%** are **women** and **71%** are **IDPs**.



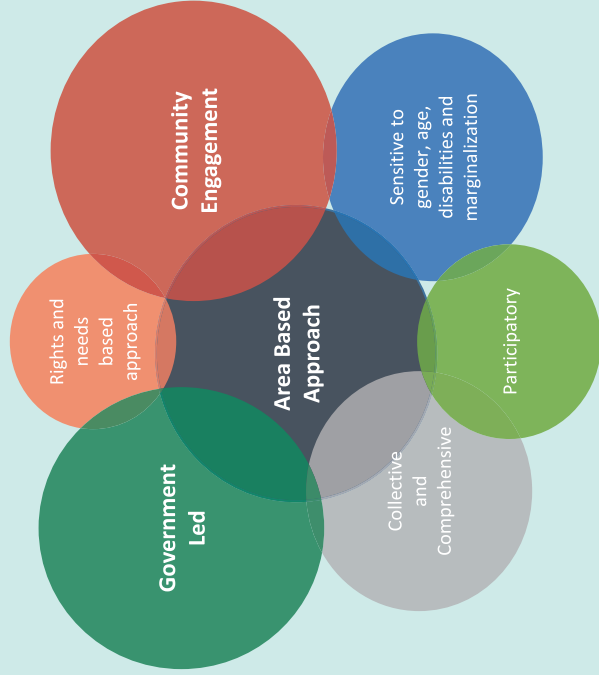
Results achieved between 2017 and 2020:

- Facilitation of Displacement Affected Community Fora processes
- Community action plans developed and Identification of priorities by beneficiaries
- More than 7,000 title deeds distributed to women
- First Regional HLP Convention
- Eviction Risk Mapping
- Provision of legal services
- Housing, Land and Property and Conflict Dispute Resolution Trainings
- 200 persons benefited from the Learning to Earn Model-L2E
- 200 persons have received start-up grants in Baidoa
- 15 groups have been trained in VSLA: 200 persons
- 200 members of Self Help Groups in Afgoye
- 300 persons trained on business management skills
- 250 persons trained in Small and Medium Enterprises creation
- 236 persons trained in permaculture in Baidoa
- 6 Farmer Field Schools established in Afgoye with 150 farmers
- 3 permanent schools constructed and 2,636 children enrolled



Durable Solutions Approach

EIDACS follows the Durable Solutions Framework (IASC), Criteria, Indicators and RedSS Main Core Principles. Between 2017 and 2019 a **social integration score** has been used between to measure (re)-integration of DACs, with the following trend: 5.25 (2017); 5.75 (2018); 6.32 (2019); and 7.11 in 2020. The social integration score includes indicators on community and social belonging, feeling of belonging and community as a source of comfort.



- EDUCATION

 - 170 teachers trained and 103 teachers received incentives
 - Creation of Community Education Committees and training to its members
 - Distribution of learning materials to 2,636 children
 - Rollo out of Early Grade Reading Assessment (EGRA) and Early Grade Mathematics Assessment (EGMA)
- HEALTH

 - Two Maternal and Child Health Centers constructed, and mobile outreach activities
 - 29,332 persons reached. 3,317 persons were referred
 - 9,425 children under 5 were screened for malnutrition
- WATER, SANITATION AND HYGIENE

 - Drilling of 2 boreholes and construction of 2 water tanks and 6 water kiosks
 - Improved access to clean water for 6,000 households
 - Rehabilitation of 4 shallow wells
 - Construction of water pipeline (10km)
 - 75 members of Water Committees trained
 - 12,480 individuals participated in hygiene promotion activities
 - Distribution of hygiene kits to 2,100 households
- CASH TRANSFER

 - Unconditional cash transfers distributed to 500 beneficiaries in Afgoye

Community engagement through Displacement Affected Community Fora in EIDACS Consortium

By Stefanie Barratt



Focus group discussion with a Displacement Affected Community Forum during Case Study conducted by Samuel Hall, Baidoa, 2019

Funded by the EU Emergency Trust Fund for Africa, the EIDACS initiative was designed to provide support to foster the durable integration of returnees and IDPs in Somalia South West State.

Acknowledging the role of community engagement as key to Durable Solutions, the partners set out to test an innovative model of community structures in two “incubator locations” in Baidoa. A representative “DAC¹ forum” was established in each setting to serve as an institutional channel to shape existing and future services. Based on qualitative interviews, this case

study documents the DAC forums’ set-up and manner of working, their impact on the community, collaboration with implementing partners and expected sustainability after the end of EIDACS.

A) How were the DAC forums constituted?

The incubator locations in Baidoa consist of a cluster of settlements and villages populated by internally displaced persons (IDPs), returnees and the non-displaced host community. These groups had not routinely spoken with one voice prior to the creation of the DAC forums:

¹. Displacement-affected community

“Previously, there were community representatives. But they would not work together. (...) Camp leaders would be in competition on the beneficiary selection process. The organizations needed an entry point, and that is the DAC forum.”

Key informant, DAC forum

A stakeholder mapping process provided guidance in the formation of the DAC forums in each incubator location. The DAC forum members were nominated based on previous experience and having made proof of leadership in the past.

Each DAC forum consists of nine members, and includes IDP village representatives, host and returnee representatives, youth representative, women and religious figures. Naturally, these categories overlap. This distribution has prompted questions regarding the fair representation of all groups, with hosts and women feeling underrepresented. This disproportionate representation does not however appear to be an issue in decision-making, with informants confirming that disagreement within the group was rare.

“The DAC forum members do not disagree – [we] follow the Somali traditional method of solving disagreements.”

Key informant, DRC

The DAC forum holds regular meetings in the community hall. Minutes are taken for regular, but not for ad-hoc meetings. No formal reporting mechanism exists.

B) What are the DAC forums’ activities?

The forums were designed to act as a go-between linking the communities (IDP, host, returnees) to those providing services to them such as organisations providing aid, as well as (to a lesser extent) government counterparts.

• Liaising with the communities

The DAC forum appears to be both well-known and appreciated by the community – a walk around the camp with the chairman saw him greeted at every turn. Liaising with the communities, DAC forums serve as a conduit in two ways: feeding information on needs and priorities up towards NGOs / government stakeholders, and in turn conveying plans and programming priorities back to those ultimately designed to benefit from them.

While other committees exist to serve the same purpose, those are either representative of one sub-group in particular (IDP umbrella organisations for instance) or focused on one topic or sector. The DAC forum thus serves as the first entity whose mission it is to speak for the community irrespective of displacement status and on all topics regarding support provided.

The main mission of the DAC forums as understood by the communities is to inform programming by providing input into beneficiary selection criteria. At the same time, an important part of the DAC forums’ mission is to pass information on programming and beneficiary registration on to the communities. This information is shared via sub-committees or informal ad-hoc meetings.

“I share information, for instance when beneficiaries for food or cash aid will be selected, I will consult the branch leaders and the village elders. We will register the beneficiaries based on their vulnerability.”

DAC forum member

• Liaising with implementing partners

The interaction of IPs with DAC forum members differs based on their remit. DRC is the IP with overall responsibility for the set-up of the DAC forums, and

the partner whose contact with them is the most regular. Other partners interact more with the sub-forums created for their thematic interventions - those committees having themselves been established with the support of DAC forum members. The DAC forums' influence is thus effected through one degree of separation.

Arguably the most important service performed by DAC forums and sub-committees for the IPs is the selection of beneficiaries. Their influence here is palpable, and an important reason of their credibility and popularity among their communities:

“I got a phone call from the DAC forum one day. They said: DRC will give you vegetable seeds. I did not know anything about this opportunity, but the DAC forum member knew I was vulnerable.”

Female community member

Given the perceived equity of access to aid thanks to DAC forums, there is now pressure on all organisations implementing activities in Baidoa to follow a community consultation process similar to the EIDACS one.

- **Liaising with government partners and relevant national commissions**

DAC forums are also intended to engage with the government and national commissions focused on matters of displacement. To which degree this happens varies by sector and level of government. The DAC forum has a relationship with the district level authorities and engage with local authorities on issues of land allocation, conflict resolution and the coordination of humanitarian interventions. The most discussed topic tends to be land agreements and title deeds, in line

with the activities of NRC. On the other hand, the DAC forum has not yet had much contact with other government departments such as the Ministries of Water and Planning.

C) What's next?

Given that DAC forum members are unpaid and currently working without any infrastructure, the obstacles to their continued operation are comparatively low.

“Yes, even if EIDACS ends we will still volunteer and work for our community, because we are trusted and have a good relationship with everyone.”

DAC forum member

However, beyond acting as de facto community representatives, the current DAC forum members are already linked to other Durable Solutions programming including Durable Solutions Programme (DSP) and Danwadaag (led by IOM). The latter will build directly on the DAC forum experience under EIDACS, creating a larger version of the same (30 members) for increased inclusivity but also absorbing the current DAC forums into the new structure. The current DAC forum members were involved in the selection of the new ones. The challenge going forwards will be to ensure that the DAC forums engage with all implementing partners active in their respective locations.

Women's economic empowerment through financial inclusion of Self Help Groups

By Courtenay Cabot Venton

Self Help Groups (SHGs) have become a viable economic and social model in Somalia to build resilient communities and contribute to Durable Solutions. Community-based and sustainable, they are well positioned to work with the most vulnerable to tackle poverty outcomes. The SHG ecosystem in Somalia/Somaliland includes over 30 organisations working in this space through dozens of implementing organisations and multiple large networks. It is not possible to tally the total number of groups, as there is likely to be a significant amount of double counting. Nonetheless, there is an estimation of 3,000 groups with 57,000 members across the country¹. Supporting SHGs has become an important component of work for Concern Worldwide (Concern) in Somalia and Somaliland. This is implemented under several different programmes and NGO Consortia.

Under the BRCiS-DFID programme², Concern and The Share Trust conducted a stakeholder consultation in October 2018,

bringing together the 30 organisations working with SHGs in Somalia. Building a sustainable ecosystem for SHGs to thrive was one of the priorities identified, requiring improved access to basic services and linkages with microfinance institutions (MFIs). The Consultation Report³ identified as a key priority the need for more systematic thinking around the linkages with MFIs and associated pro-poor financial products to support groups' sustainable growth and development of business activities.

During 2020, and with the support of BRCiS, The Share Trust and the Durable Solutions Consortia (SDCS, EIDCAS and Danwadaag), a study was conducted with the objective to inform programme and advocacy strategies to effectively strengthen and scale the SHG ecosystem in Somalia. This work explores the availability and typology of pro-poor financial products, as well as the barriers for SHG members to access them in Somalia.

1. *Self Help Groups and Resilience in Somalia: Supporting and Strengthening the SHG Ecosystem.* Consultation Report by Courtney Cabot Venton for Concern Worldwide Somalia, Jan 2019.

2. BRCiS: Building Resilient Communities in Somalia, a humanitarian consortium formed in 2013 by five international NGOs with long experience in Somalia – Cooperazione e Sviluppo (CESVI), Concern Worldwide, the Norwegian Refugee Council (NRC), the International Rescue Committee (IRC), and Save the Children International (SCI) – with the objective to address Somalia Communities' long-term exposure to recurrent disasters and destitution.

3. *Self Help Groups and Resilience in Somalia: Supporting and Strengthening the SHG Ecosystem.* Consultation Report by Courtney Cabot Venton for Concern Worldwide Somalia, Jan 2019.



Halima Is member of one of the SHGs in Hargeisa. Photo: Ayanle Farah, FIM Project Officer, SDSC Programme / Concern Worldwide.

Key Findings

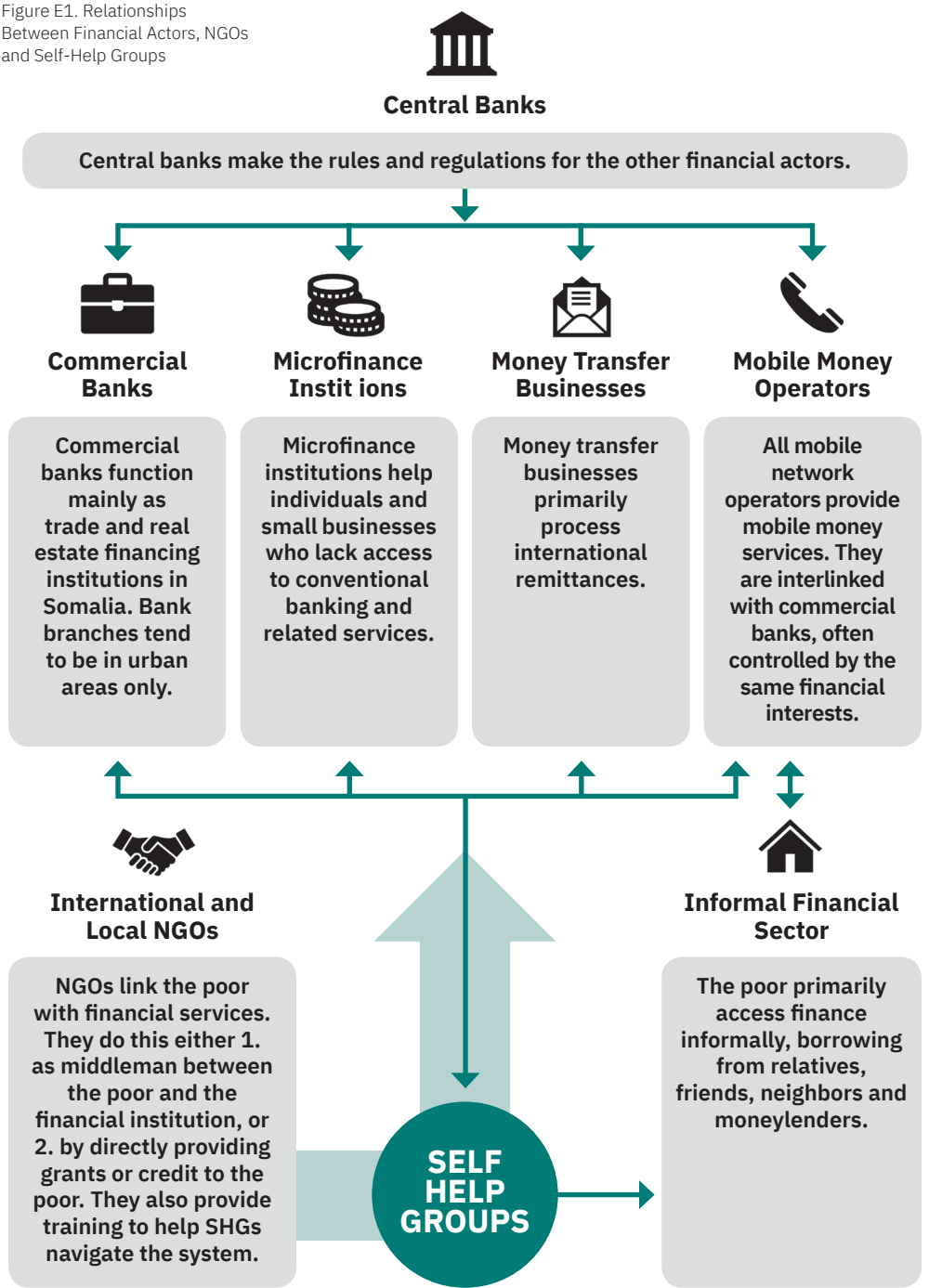
Mapping the Financial Ecosystem

There are five main categories of financial actors in Somalia's formal financial sector: central banks, commercial banks, money transfer businesses (MTB), microfinance institutions (MFI) and mobile money operators (MNO). Financial institutions in Somalia are quite young, most established within the last decade and many in the last several years. They are acutely aware of Somalia's vulnerability to a range of shocks - economic, climate, political and conflict. In general, this has resulted in a preference for very prudent lending that parts with

money only briefly: hence the preference for trade or real estate, where deals are neatly time bound. Many banks lend out just a small portion of their reserves, so as to avoid crippling defaults in the event of a shock. A lack of insurance products--notably for banks themselves--also increases their vulnerability to shocks and, therefore perpetuates cautious loan strategies.

The following figure maps the different actors that comprise the financial ecosystem in Somalia. This map is a simplified version of an ecosystem that is in fact complex and with many more interlinkages than can be shown here.

Figure E1. Relationships
Between Financial Actors, NGOs
and Self-Help Groups



Though the Central Bank of Somalia does have regulations in place relating to establishing new banks, standardising banking practices and regional administrative regulations, it still has significant room to grow in terms of its ability to enforce existing regulations and also its ability to generate supportive legal frameworks for new industries or demographics (such as MFI or MNO legal frameworks). This has implications across the full ecosystem for the types of products that are offered. For example: many banks still rely upon clan structures for accountability; banks typically only have enough to keep themselves afloat and are limited by the capacity and authority of the central bank; the unregulated nature of the mobile money ecosystem makes it possible that a disconnect develops between the digital and real money supply; there is a risk that inflationary or destabilising actions are being taken without accountability, which could potentially cause a crisis of confidence in the financial ecosystem; and a lack of currency reform means that there are high levels of counterfeit in the system. Mobile money plays a very significant role in the Somalia financial ecosystem, largely due to a lack of faith in the Somali shilling, the difficulty of using United States dollars (USD) for low-value transactions, and the zero-rated transaction costs and ease of use of mobile money services.

Mapping the availability of pro-poor products

Within this context, the availability of pro-poor products is not extensive. The system strongly incentivises a small number of high value transactions over a large volume of low value transactions. Borrowing opportunities for small, informal or semi-formal businesses are very limited. In light of this, the most common pro-poor financial products available through financial actors are group-facing bank accounts or loans with regulations adapted to accommodate the poor.

SHG Access to Financial Services

Though financial products and services may be available, it does not mean SHG members are accessing them or even aware of their existence. Feedback from field work indicates that respondents know of financial actors like Salaam Bank, Dara Salaam, Dahabshil, IBS and Amal Bank, but only a minority actually have an individual account with a bank. In many cases, particularly in rural areas, members indicated that NGOs such as Concern were the only available sources of finance outside of moneylenders. Based on these accounts and a phone survey conducted, through the DFID Call Centre, it seems that SHG members are mostly utilising individual/group bank accounts, and if they are accessing financial services, groups are still using fairly rudimentary products such as loans primarily accessed through the informal sector.

Lessons Learned – Barriers and Successes

There are a number of key barriers impeding SHG members' access to financial products. Many, if not all, financial service providers have a very low appetite for risk and therefore have strict eligibility criteria, inflexible loans, short grace periods and binding conditions with the lenders requiring a significant amount of money to be paid each month. Constraints to accessing products include: the need for a **financial guarantor**, **proving financial identity** in a country with no national ID system, **providing documentation** i.e. licenses or registration documents, engaging in a time-consuming **loan process**, and requirements for borrowers to have to have a **credit history** to access a loan. Furthermore, financial institutions **prioritise traders over productive sectors** and this can penalize poor groups. These loan requirements are difficult for many poor borrowers, particularly IDPs and women. Women do not have the same resources or social

networks as men that would allow them to meet collateral and guarantor requirements. They suffer from restrictive gender norms on mobility and they may face pushback from their husbands in securing loans and establishing new businesses.

On the side of the SHG members, constraints to accessing finance include: the **knowledge gap**, both in terms of awareness of the services available and how to access them; **geographic access** as many rural areas do not have bank access; **illiteracy and mindset** can also confound access to microfinance; SHG members worry about **high levels of inherent risk**, that they will not be able to pay back a loan should they manage to access one, exacerbated by their dependency on business activities that are characterized by **low income and profits**, and; **a lack of capacity building opportunities** means that it is difficult for SHG members to move beyond existing constraints into more profitable lines of work.

However, there are an increasing number of innovations and success stories that are addressing these barriers and reducing the risk for the poor to access financial products. Many of these innovations are born from partnerships between the different financial actors, with NGOs, MFIs and commercial banks coming together to pilot more appropriate services. There is an increasing push for creativity and flexibility regarding loan requirements, such as who constitutes a guarantor and proving financial identity and credit worthiness.

Where SHGs are able to access financial services, the factors for success appear to include: higher levels of **social capital** that facilitate access to a guarantor; access to **information** about the particular services available in their area; **support** in accessing those services either through their clan or an organisation; appropriate **training and capacity building** to adequately navigate

the system; a **positive mindset** that allows them to believe in their ability to succeed; and a **creative business model** that helps mitigate against market saturation.

Recommendations

Programme innovations that could support SHG financial inclusion include:

- increase awareness and adoption of group accounts;
- act as a guarantor;
- lower or subsidize the cost of purchasing an ID and registering a business to encourage informal sector businesses to shift into formal structures;
- popularize the process of lending through Cluster Level Association (these are federations when a number of Self-Help Groups come together);
- develop loan and business documents that are optimized for low literacy clients;
- invest in efforts to highlight accessibility for women;
- invest in improving capacity of SHGs, and strengthening their coordination and information sharing platforms;
- support ecosystem-wide collaboration and quality assurance around industry-specific training packages;
- expand ways to improve financial identity and trustworthiness;
- expand SHG/CLA access to digital tools to improve capacity and bridge the financial inclusion gap; and
- expand research and monitoring around group liquidity.

Advocacy strategies to influence positive change for women's financial inclusion include:

- advocate for banks to broaden their options for guarantors and create transparency around their accessibility;
- raise the profile of banks that are meeting these criteria to help them scale;
- encourage and popularize more bespoke loan products for micro-businesses (especially with group accounts);
- create and advocate for guidance for banks to create SHG-specific accounts;
- encourage banks to provide insurance; and
- join the conversation around key regulatory transformations.



Numeracy session for 20 women Self Help Group at Afgoye District in 2019.
Photo: Mohamed Ahmed Abukar (Naji), SHACDO.

Evictions: At the heart of Durable Solutions efforts in Somalia

By Joseph Jackson

Attaining Durable Solutions to displacement remains a distant prospect for many communities across Somalia due to a complex web of challenges. In addition to cyclic climate shocks and insecurity, eviction-induced secondary displacements continue to undermine essential recovery efforts. More than 90 percent of the quarter-million people evicted in 2019 experienced multiple evictions through the year, causing them to lose critical personal assets and investments, both at settlement and household levels. Settlement-level removals are the most visible and are easier to track than household-level incidents, which can be more insidious, and less visible. However, the consequences of evictions are invariably the same on the victims, physically and psychologically. Prevalence of the phenomenon has made many displaced communities reluctant to engage in meaningful recovery initiatives. In some cases, internally displaced persons (IDPs) without adequate security of tenure are denied access to shelter assistance and farming-type livelihood support, and in many cases, evictions also resulted in the destruction of humanitarian assets within IDP settlements in Mogadishu, such as water systems and school facilities.

Owing to a lack of access to financial resources, the majority of IDPs exchange humanitarian aid received in lieu of rental fees, inadvertently fuelling a problematic cycle of exploitation by landowners. This rental economy prompts some landowners to engage in the commercialisation of



The overview of overcrowded, poorly sheltered Iyow koyow camp in Hanano zone in Baidoa. Photo: Abdulkadir Adan, SPL Field officer, March 2020.

evictions - evictions threatened or executed with a deliberate view to attracting humanitarian attention and/or assistance. This dynamic raises questions around principled humanitarian action – whether or not to support victims of commercialised evictions, and how to reasonably make such distinctions. Evictions, forced or otherwise, tend to intensify during periods of sustained stability, compared to periods of emergencies. A little over 87 percent of all cases recorded in 2019 were development-induced, either by government or private property owners¹. At the same time, historical trends analysis shows that eviction incidents dropped by more than 59 percent during the 2017-18 drought, and a little over 10 per cent between February and March 2020 when fear of COVID-19 started to engulf the country.

The Norwegian Refugee Council (NRC) has a programme dedicated to preventing evictions

¹ Meaning housing or commercial property development, rather than ‘development’ as a sector

and helping communities at highest risk to mitigate the impact of this. The programme leverages a network of community volunteers and protection partners to systematically track, document and report eviction incidents. Trends analyses are prepared regularly and circulated to inform humanitarian planning and advocacy, and to trigger specific protection responses by relevant service providers. Country-wide eviction information is now available through an online portal powered by Microsoft Power BI. By working in collaboration with landowners, protection working groups, and various municipalities across the country, an aggregate 70,500 individuals were prevented from experiencing forced evictions and provided additional tenure security or relocation support. Prevention outcomes ranged from advocating adequate notice and facilitating access to alternative dwelling arrangements, to averting imminent eviction threats and securing occupancy extension. In December 2019, an illustrative programme impact assessment found that nearly 85 percent of prevention efforts led by the government were successful. Based on this learning, NRC scaled up the approach and piloted a municipal capacity development programme. The pilot included the establishment and operationalisation of an eviction unit at the Banadir Regional Administration in Mogadishu.



A member of NRC's ICLA team hands a land title document to a displaced family in the Alla Qabe settlement. The land titles, issued by the Baidoa Local Municipality and facilitated by NRC, provide displaced people with secure access to land. During the COVID-19 crisis, NRC's staff are taking additional precautions to prevent spreading illness to people being assisted. Photo: NRC Somalia.

More than 2,100 IDP settlements were assessed in Mogadishu, Baidoa, Kismayo, Bossaso, and Hargeisa through quarterly eviction risk mapping exercises and findings of the assessments used to inform- preventive engagements initiatives.

Eviction is a legal issue, and as such, efforts to address it have to be anchored on appropriate regulatory frameworks and a functioning system of justice administration. While this remains a significant challenge in Somalia, there are a few locally applicable solutions to evictions that are feasible and demand ongoing attention and investment.

- First, concrete steps should be taken to internalise and implement reasonable sections of the National Interim Housing Protocol, National Eviction Guidelines and National IDP policies. As part of this process, relevant government line ministries and municipalities should integrate those sections into their annual operational plans.
- Second, with technical and material support from humanitarian partners, particularly NRC through the Housing, Land and Property (HLP) Sub Cluster, all municipalities within accessible districts should be supported to establish dedicated capacities to coordinate eviction prevention and response efforts.
- A third and final consideration would be to lobby the federal government and regional administrations to mobilise and negotiate with landowners to waive rent that will accrue during the COVID-19 crisis. If successful, this initiative will allow IDPs, the stratum of the population disproportionately affected by evictions, to focus on post-COVID-19 recovery instead of using aid assistance packages to offset accumulated rent. Such a situation will undoubtedly span over a protracted period, thereby undermining the recovery potentials of the most vulnerable populations, where actions to mitigate it promise multiple benefits in the immediate and longer-terms.

EIDACS Closure and Sustainability

By Beatriz Valbuena

Planning for the sustainability of programmes and their outcomes is notoriously difficult in fragile contexts, especially those divided by conflict. The decision to close a programme is never easy and is often based on the contingencies in place and on defined criteria. In the case of the EIDACS Consortium, while some of the programme impact indicators have been achieved and there is additional funding for the continuation of some of the activities, it has not been possible to obtain sufficient financial, human or other resources to continue covering some critical gaps.

The EIDACS Consortium has long advocated for an adequate transition to local ownership and management and has provided guidance to the partners on this. While it was hoped that donors would provide further funding and that the current government of Somalia would be ready for a handover, critical gaps for the continuation of basic services, essential for the survival of displacement-affected communities, persist. Given the level of need in Somalia and the human and financial resources needed to address them, this is not surprising and reaffirms the requirement to think through the assumptions of sustainability at the programme design stage and to be realistic about these in such a context. Other EU-funded Durable Solutions Consortia in Somalia are facing the same challenges.

In this context, the Consortia decided to come together and work on a paper that could document the impact of Durable Solutions, key gaps and key messages, with a target

audience of donors and stakeholders. A Technical Working Group Meeting conducted in February 2020 in Mogadishu, facilitated by EIDACS and ReDSS, gave an important space for discussion, exchange and reflection. The discussion focused on the following five aspects:

1. Assess the sustainability of the activities after the programme closure
2. Explore transition to other possible partners and actors
3. Managing expectations from beneficiaries, staff, partners and other stakeholders
4. Transfer of knowledge and lessons learnt
5. Advocacy, as an integral part of the implementation partner's programmes, to government authorities, UN agencies and donors.

The outcomes of this meeting were used to draft a document with all partner's inputs to be shared as a guidance for the future. The key messages from this are listed in the text box below.

As part of the efforts to look for alternatives to cover some gaps after EIDACS finalisation, it will be important to look at UN funding mechanisms for governments such as the Local Development Funds (LDF), a funding mechanism to increase governments' capacity building in service delivery. Alternatively, there is the Service Delivery Model (SDM which is both an

approach and a co-funding grant mechanism between UNICEF and the Joint Programme on Local Government (JLPG), the central and the local government.

While there is already some accumulated experience in Somaliland and Puntland, dialogues in South West State are only starting but encouragingly there is a clear political will and openness. This is a long process that only happens after a participatory planning exercise with the communities, inclusion into local budgets and project management training for local governments. Health and education can be included in SDM models, for instance, after agreed devolution strategies with service ministries and local governments. However, currently, the COVID-19 pandemic has obligated the suspension of this process.

While currently, devolved functions are not operational in Somalia, long-term strategies are recommended to support these opportunities, until local governments are able to generate sufficient revenue to be able to commit to basic service delivery from their own resources with adequate capacity. In complex and fragile states like Somalia, these longer-term strategies will still need to continue begin accompanied by short- and medium-term ones, providing the necessary humanitarian support on until the government can effectively take responsibility.



Completion of feeder road in Baidoa. Photo: Abdullahi Abdulle, Livelihoods Project Officer, Danwadaag Durable Solutions.

Let's not forget that displaced people continue to be considered as the category of "furthest left behind". Let's continue our efforts to find innovative approaches to Durable Solutions for them.

EU RE-INTEG Durable Solutions Programme - key messages and mapping of critical gaps

Key points for consideration

Based on the programme implementation over the last three years, the RE-INTEG consortia and its partners (EIDACS, JSC, SDSC and DSIRS) would like to highlight the following key points for consideration by donors. These key points inform the sustainability of Durable Solutions investments, made during the programme, across the implementation areas (South West State, Jubaland, Somaliland and Puntland):

- **The necessity to continue investing and prioritize the education and health and nutrition sectors.** Despite the progress made under RE-INTEG Consortia, there is still considerable need to upscale basic services in programme locations in order to ensure sustainability, through the engagement of donors, the government and the private sector. Particular attention should be placed on teacher training and key priority elements of access and quality.
- The opportunity to expand and consolidate the economic empowerment/livelihoods component, increasing **linkages to markets and the financial inclusion of youth and women, together with the creation of Public-Private-Partnerships (PPPs).** Informal micro-finance institutions (MFIs) have led to financial inclusion of those who do not have means to access investment funds or loans for their businesses. The EU should consider taking on board the key learnings from RE-INTEG consortia on this outcome area, to inform the Inclusive Local and Economic Development (ILED) strategy conceptualization and

programme implementation, on advancing economic empowerment and creating sustainable livelihoods for displacement-affected communities. See [here](#) for the case study with lessons learnt from EIDACS on 'Establishing and supporting small businesses for displacement-affected communities'.

- Continued investment for the inclusion of **protection** strategies and activities, **to reduce the number of displaced and non-displaced communities who suffer violent crimes and/ or experience safety incidents, including Sexual Gender Based Violence (SGBV).**
- **Investment in government capacity to lead and coordinate solutions processes.** Learning under RE-INTEG has led to improvements in Durable Solutions programme coordination and planning, under the leadership of authorities across the various project implementation areas. EIDACS, JSC, SDSC and DSIRS consortia engaged authorities in the implementation of specific programme activities, through Programme Steering Committee and Technical Working Group meetings, joint monitoring processes and through solutions-focussed trainings. In addition, there were efforts to support authorities' technical capacity, through secondments to relevant ministries (e.g. EIDACS secondment to South West State Ministry of Planning M&E department). These investments will form a basis for continued government leadership on solutions programming and hence should be supported to ensure an area-based government-led approach to Durable Solutions.
- **Leveraging of investments carried out under RE-INTEG with potential new funding and ongoing Durable Solutions programmes.** The EU should explore funding alternatives to cover critical gaps,

especially those **related to service delivery, and linking the investments made under RE-INTEG to planned funding** (e.g. ILED programme, Sameynta programme, Joint Resilience Action-JRA) or **additional funding by other donors** (Swiss, World Bank etc).

- **Investment in measuring progress towards sustainable (re)integration.** The EU RE-INTEG partners, with the support of ReDSS, have made efforts to put in place a process to measure progress towards (re)integration. This is based on the four common outcome areas within the programme: (i) government engagement/ community engagement, (ii) access to basic services, (iii) livelihoods and (iv) research and learning. Based on the lessons learnt from the programme, future EU Durable Solutions programmes should ensure they develop a clear theory of change, which outlines a causal pathway for advancing (re)integration and addresses vulnerability across the targeted displacement-affected communities, from the inception and design phase of the programme. The EU could also learn from the experience of Danwadaag consortium partners, who have developed a local (re)integration index (LoRI) to measure the extent to which the targeted beneficiaries in the programme are locally integrated and to better understand the different services and factors that influence displacement affected communities' (re) integration in the local community.

April 2020,

Enhancing Integration of Displacement Affected Communities in Somalia (EIDACS)
Jubaland Solutions Consortium (JSC)
Somaliland Durable Solutions Consortium (SDSC)
Durable Solutions for IDPs and Returnees in Somalia (DSIRS)



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Note: This document covers aid activities implemented with the financial assistance of the European Union Trust Fund (EUTF). The views expressed herein should not be taken, in any way, to reflect the official opinion of the European Union, and the European Commission is not responsible for any use that may be made of the information it contains.

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Knowledge Matters offers practice-relevant analysis relating to the development and humanitarian work of Concern Worldwide. It provides a forum for staff and partners to exchange ideas and experiences. The publication is committed to encouraging high quality analysis in the understanding of Concern's work. Concern staff and partners document their ideas and experiences through articles. Articles are very short – 500 – 1,500 words. Usually you only have space to make two or three interesting points. Here are some tips on writing a short feature article:

- Start by imagining your audience – a Concern colleague. Why are they interested – why do they want to read what you have to say? When you identify what your most important point is, say it straight away, in the title or first sentence.
- What can others learn from your story? Focus on this. Remember to back up your story with evidence. This can be taken from evaluations.
- It's easier to get people reading if you start with the human perspective – mentioning real people and real-life events. (You don't have to give names).
- Use short sentences. Use Concern's style guide to help you.
- Keep paragraphs to a maximum of six lines long.

- Use clear language. Many of the readers of Knowledge Matters are non-native English speakers, so think carefully about using idioms or colloquial language that might not be easily understood by others.
- Always avoid assuming too high a level of knowledge of the topic you are writing about on the part of the reader.
- Use active sentences ('we held a workshop' not 'a workshop was held by us')
- Use short and clear expressions.
- Keep your title short - no more than eight words.
- Where necessary use photos to accompany the narrative but ensure that you follow the Dóchas Code of Conduct on Images and Messages.

Cover photo: Relocated IDPs in Baidoa, 2019.
Photo: Hyunbin Lim / IOM Somalia.

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What it doesn't include:

- Targeted recommendations
- Additional evidence not included in the papers cited
- Detailed descriptions of interventions or their implementation

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Key words

Durable Solutions, Community Engagement, Government leadership, Somalia, Displacement

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KNOWLEDGE MATTERS

Issue 27 | May 2020

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