



The Durable Solutions Initiative in Somalia

# Evaluation Report

*October 2020*



## Contact

Lavington Green Centre,  
James Gichuru Road  
PO Box 25528  
00603, Lavington,  
Nairobi, Kenya  
Mobile: +254 (0)717 58 71 29  
Email: [idc@idc.co.ke](mailto:idc@idc.co.ke)  
Website: [www.idc.co.ke](http://www.idc.co.ke)



Cover photo: Tawakal 1 IDP settlement in Baidoa

**Durable Solution:** A solution through which refugee-returnees and IDPs no longer have any specific assistance and protection needs that are linked to their displacement, and can enjoy their constitutional and human rights without discrimination on account of their displacement. Achieving a durable solution requires a gradual (re)integration process at the place of origin or return, in areas where displaced persons take refuge or in other parts of the country.

*Federal Government of Somalia, National Policy on Refugee-Returnees  
and Internally Displaced Persons, based on the IASC Framework on Durable Solutions*

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# Abbreviations

<b>BRCiS</b>	Building Resilient Communities in Somalia
<b>CAP</b>	Community Action Plan
<b>CHF</b>	Swiss Franc
<b>CRRF</b>	Comprehensive Refugee Response Framework
<b>DAC</b>	Displacement Affected Community
<b>DDF</b>	District Development Framework
<b>DS</b>	Durable Solutions
<b>DSI</b>	Durable Solutions Initiative
<b>DSRSG</b>	Deputy Special Representative of the Secretary General
<b>DSS</b>	Durable Solutions Secretariat
<b>DSU</b>	Durable Solutions Unit
<b>DSWG</b>	Durable Solutions Working Group
<b>FGS</b>	Federal Government of Somalia
<b>FMS</b>	Federal Member States
<b>HC</b>	Humanitarian Coordinator
<b>HCT</b>	Humanitarian Country Team
<b>IASC</b>	Inter-Agency Standing Committee
<b>IDP</b>	Internally Displaced Person
<b>IGAD</b>	Intergovernmental Authority on Development
<b>INGO</b>	International Non-Governmental Organisation
<b>IO</b>	Integrated Office of the DSRSG/RC/HC to Somalia
<b>IOM</b>	International Organisation for Migration
<b>JPLG</b>	Joint Programme on Local Governance and Decentralised Service Delivery
<b>MDDSWG</b>	Migration, Displacement and Durable Solutions Working Group
<b>MoPIC</b>	Ministry of Planning and International Cooperation
<b>MoPIED</b>	Ministry of Planning, Investment and Economic Development
<b>NCRI</b>	National Commission for Refugees and IDPs
<b>NDP</b>	National Development Plan
<b>NDSS</b>	National Durable Solutions Strategy
<b>NGO</b>	Non-Governmental Organisation
<b>NRC</b>	Norwegian Refugee Council
<b>OECD/DAC</b>	Organisation for Economic Cooperation and Development/Development Assistance Committee
<b>RC</b>	Resident Coordinator
<b>RCO</b>	Resident Coordination Office
<b>ReDSS</b>	Regional Durable Solutions Secretariat
<b>RRF</b>	Resilience and Recovery Framework
<b>SDC</b>	Swiss Agency for Development and Cooperation
<b>SDG</b>	Sustainable Development Goal
<b>SDRF</b>	Somalia Development and Reconstruction Facility
<b>SHA</b>	Swiss Humanitarian Aid
<b>TAC</b>	Technical Advisory Committee
<b>TVET</b>	Technical and Vocational Education and Training
<b>SWS</b>	South West State

<b>ToR</b>	Terms of Reference
<b>UN</b>	United Nations
<b>UNCT</b>	United Nations Country Team
<b>UNDP</b>	United Nations Development Programme
<b>UNHCR</b>	United Nations High Commissioner for Refugees

# The Durable Solutions Initiative: In Brief

The Durable Solutions Initiative (DSI) was launched in early 2016 by the Federal Government of Somalia and the Deputy Special Representative of the Secretary General, Humanitarian and Resident Coordinator (DSRSG/HC/RC) – referred to later in this report called the Resident Coordinator. It is managed by the Durable Solutions Unit (DSU) located in the Integrated Office (IO) of the UN's Resident Coordinator in Mogadishu.

The DSI has been guided by Professor Walter Kaelin, former Special Representative of the UN Secretary General on the Human Rights of IDPs, and since 2015 the Special Advisor on IDPs to the Resident Coordinator in Somalia – having carried out eight missions to Somalia from 2015 to 2019 funded by the Swiss Agency for Development and Cooperation (SDC).

The DSI is based on the premise that durable solutions to displacement can be attained only through strong government leadership and by engaging all relevant actors in the process, including both the public and the private sectors, a nexus of humanitarian, development and peacebuilding actors, and the displacement-affected communities (DACs) themselves.

It is funded by the SDC, with an in-kind contribution from UNDP, with a budget of CHF 1,708,000, covering six missions of Walter Kaelin, and the secondment of five durable solutions experts from the Swiss Humanitarian Aid (SHA) expert pool who were deployed between 2016 and 2020, and who formed the DSU within the IO.

Currently, the DSU is staffed by two experts: the Durable Solutions Coordinator, based in Mogadishu, and the Coordination Officer based in Nairobi with frequent travel to Mogadishu.

The DSU has defined four strategic priorities in support of the DSI:

- Development of an operational strategy to implement the National Development Plan of the Federal government;
- Elaboration of an approach to devise area-level outcomes as a way of achieving impact results on durable solutions related to displacement-affected communities;
- Broadening of multi-stakeholder partnerships while supporting the core UN coordination functions;
- Creation of a more strategic role for the UN system on durable solutions.

# Executive Summary

The evaluation of the DSI, carried out by IDC consultants, has been based on a literature review and, because of the COVID-19 pandemic, mainly virtual interviews with 58 respondents drawn from UN agencies, NGOs, Government officials, donors and research organisations. The evaluation questions ranged across five evaluation themes: Relevance (the need for such an initiative), Coherence (its coordination work), Effectiveness (its achievement of envisaged outputs and outcomes), Efficiency (the quality of its management approach) and Sustainability (the continuation of its work).

## ***Relevance***

All 58 respondents stated that the establishment of the DSI in early 2016 was needed, given the severity of the displacement situation across the country, its protractedness, the importance of making a collective approach to finding durable solutions by the humanitarian and development organisations, the disjointed nature of interventions by UN agencies and NGOs, and the recognition that success in addressing the displacement problems would depend on, not only government ownership, but also government leadership.

In addressing these needs, the DSI has two main objectives: to build a coordination platforms for all relevant humanitarian, development, peacebuilding and state actors, and to support the government, at both national and state levels, in including displacement concerns in national development policies, formulating a national policy on IDPs and returning refugees, and developing durable solutions strategies at national and state levels.

## ***Coherence***

By placing the DSI in the Integrated Office of the Resident Coordinator, a neutral coordination mechanism was found, in order to reduce any competition between UN agencies about which had the overriding mandate for work with IDPs and returnee-refugees. Also, a close working relationship was formed between the RCO and the Regional Durable Solutions Secretariat (ReDSS), established in 2015 as a coordination and knowledge sharing platform that brought together 14 NGOs working on durable solutions.

The 'space' for regular joint meetings and technical exchange on durable solutions programming between the UN agencies and the NGOs was provided by the Durable Solutions Working Group (DSWG) established in October 2016. However, the crucial stimulus was provided by engaging the advisory services of Professor Walter Kaelin, who made eight visits to Somalia and Kenya between 2015 and 2019. Because of his recognised experience and expertise he had access to senior officials in both the UN and the government, and his presentations and mission reports were instrumental in putting durable solutions high on the agenda in any discussions about either social or political developments in Somalia.

With regard to demonstrating the government's determination to show ownership and leadership of durable solutions work, the most significant factor was the establishment of the Durable Solutions Unit at the Ministry of Planning, Investment and Economic



Development (MoPIED) in December 2018 and then the establishment of the Durable Solutions Secretariat (DSS) under the office of the Prime Minister by MoPIED in October 2019. The establishment of the DSU (MoPIED) and the DSS has resulted in subsequent formations of government coordination platforms at state and municipal levels in Banadir, Hirshabelle, Jubbaland, Puntland and South West State.

A Durable Solutions Working Group under the Social Development Pillar that brings together the government, NGOs and UN agencies concerned with durable solutions was established in September 2020, and it will be led by MoPIED.

With regard to coherence in programming, there have been a number of multi-sectoral projects across the country, such as Midnimo, the RE-INTEG programme, the Durable Solutions Programme (DSP) and Danwadaag that cover a wide range of issues faced by the displacement-affected communities – issues related to land, housing, tenure, education, vocational training, employment, health, water, governance, security and protection against gender-based violence. In particular, there has been the development and harmonisation of a set of durable solutions programming principles, for which ReDSS and the RCO supported partners in harmonising their programmes. These were later adopted by the Somalia authorities as part of the DSS. And the DSU within the RCO has been supporting the design of the upcoming Saameynta project, to be implemented by three UN agencies: UNDP, UN Habitat and IOM, that will focus on the inclusion of displaced communities in urban development interventions.

### ***Effectiveness***

With regard to influencing and supporting the formulation of durable solutions policies, the key achievements are the adoption in November 2019 of a National Policy on Refugee Returnees and Internally Displaced Persons, the National Evictions Guidelines, and an Interim Protocol on Land Distribution for Housing to Eligible Refugee-Returnees and IDPs. And internal displacement issues have been included in both NDP-8 and NDP-9.

A clear indication of the DSI's impact in relation to strategy development and programming approaches is the manner in which the current draft of the National Durable Solutions Strategy (NDSS) has accepted and adapted the programming principles that were developed by the Durable Solutions Working Group. Certainly, the views of the early initiators of the DSI – the Adviser, Walter Kaelin, and the then Resident Coordinator, Peter de Clercq – that the displacement situation in Somalia should be simultaneously a humanitarian, development and peacebuilding challenge – this triple nexus approach has been taken in the design of the majority of the ongoing durable solutions programmes across the country.

The DSI has been influential, too, in its emphasis on seeing displacement in Somalia as essentially an urbanisation problem. The missions to Somalia by Walter Kaelin and later by two joint missions with Dyfed Aubrey in late 2019, have led to innovative and imaginative proposals on how in urban planning and development the rising land values could be leveraged so that the displaced communities could benefit from improved housing and increased services. Also, a number of respondents argued the need to focus on the development of mid-sized towns and the development of rural-related livelihoods,

particularly in food production, that could encourage some IDPs to leave the over-populated cities and return to their 'places of origin' or settle in other rural places.

In supporting the formulation of policies and strategies for addressing the displacement problem in Somalia the DSI has, as it were, translated or translocated the underlying principles to be found in the international normative frameworks. However, none of the respondents in this evaluation knew of any attempt to draw on principles in Islam – principles to do with brotherhood, compassion and philanthropy – that could help in making a linkage between the durable solutions language and the Somali people's beliefs and realities.

On the extent to which the DSI has influenced the manner in which the durable solutions programmes have addressed gender, inclusion and conflict sensitivity issues, the general view of the respondents is that the current projects do not effectively address the underlying causes of gender disparities or clan conflicts. It seems that expatriate staff, though they might talk about these matters among themselves, do not usually and openly discuss them with their Somali colleagues.

The DSI has become an exemplar for other countries that have displacement-affected communities. Most notably, the Somalia model has been replicated in Ethiopia. And respondents have suggested that it would also be very relevant in Iraq, Sudan and South Sudan.

The reality faced by the DSI in Somalia, however, is that the displacement numbers are now somewhat worse than when the DSI was established almost four years ago. The twin challenge is how to scale up durable solutions programmes and how to influence the engagement at the municipal levels where the actions are taken that affect the displaced communities.

### ***Efficiency***

The impact of funding eight visits of Walter Kaelin and the establishment of the DSU in the RCO has been enormously significant – its influence on policy formulation and on the establishment of coordination platforms within the UN and within government. At less than two million dollars, this is good value for money. In the discussions with respondents there was frequent appreciation of SDC, in recognising the need for such an initiative, in making the decision to fund the visits of Walter Kaelin, and then funding the DSU.

Among the respondents there has also been appreciation of the manner in which the staff working within the DSU have carried out their advocacy, coordination and knowledge sharing functions – particularly in bringing together the UN agencies and the NGOs, engaging with the donors and with the government in order to make collective responses to the displacement problem. Especially in the last two years, the approach has been a facilitating rather than a directing one.

However, more could have been done with regard to communication – in explaining the role and functions of the DSI and in writing about significant issues that have emerged in the

attempt to stimulate thinking about the meaning of durable solutions and about making the case for area-based and collective efforts in finding those solutions.

Again, the respondents from government at national or state levels expressed their appreciation of what the DSI has done in supporting policy formulation, but some of them stated that there could have been more contact with the various government coordination structures.

### ***Sustainability***

When reflecting on the work of the DSI, the consultants identify five main lessons that have been learnt:

1. In the early phase of the DSI, a few champions, in the UN and in government, had a joint vision, were able to overcome resistances, bring agencies and organisations together, and put durable solutions high on the agenda. It is a demonstration that success in development work, as in other spheres, often depends on the charisma and drive of individuals.
2. Whereas policies related to durable solutions work are formulated mainly at the national level, actions are taken at mainly the municipal level. There is, then, a need to operationalise policies so that they make impact at the local levels. In this regard, it will be important to work with authorities and partners to bring coherence and complementarity between the policies and strategies that are developed at the national level with those at state level. This process is now ongoing with the development of the National Durable Solutions Strategy.
3. The high numbers of displaced people will be significantly reduced only by the actions of government at all the national, state and district levels – but government resources are constrained and there is a need for much more capacity building of the emerging government structures working on durable solutions. Accountability mechanisms will also need to be put in place and supported.
4. The advocacy work of the DSI, so far directed at UN agencies, NGOs, donors and the government, could be even more effective if directed at civil society and the private sector. If this is done, it will help to make a reality of the dream of Teresa del Ministro noted above that the Initiative will *'finalise its transition to a national and social movement fully owned by Somalis.'*
5. In the 'domestication' of principles to be found in international normative frameworks related to displacement, there would be a deeper understanding and acceptance of those principles in Somalia if linkages could be made with principles of brotherhood, compassion and philanthropy to be found in Islam.
6. Accessing land and acquiring housing are important achievements on the road to finding a durable solution for displaced people. However, as shown in the account of a focus group discussion with IDPs in Baidoa (annexed to this report) having a plot and a house

is not enough. Clearly, having a secure livelihood, in that it gives independence, is perhaps the most important factor in reaching a durable solution.

## **Recommendations**

1. **Coordinating UN agencies and NGOs working on programmes for displacement-affected communities:** All 58 respondents argued a case for a continuation of the DSI. All could see a need for a unit to maintain the coordination that has been achieved with UN agencies and NGOs. The durable solutions programmes and projects are designed and carried out by multiple actors. Those actors must have a shared understanding of what they are about. There is a need for a team to create that shared understanding, because each actor needs to know about the role of the other actors – and how a synergy can be created from the combined efforts. There is a need for a ‘helicopter view’. And the best place for achieving that is the Integrated Office of the Resident Coordinator.
2. **Maintaining high level advisories:** The team – the Durable Solutions Unit within the Integrated Office – and, through it, the ‘durable solutions community’ in Somalia – need to be informed about current thinking and best practices with regard to durable solutions work. Much of the success of the DSI over its two two-year phases – the shift that has taken place from a humanitarian to a developmental response – has been due to the consultative visits and reports of Walter Kaelin and Dyfed Aubrey. It is recommended that it will be important to continue the engagement of such individuals with acknowledged experience and expertise, particularly in the fields of private sector engagement and rural livelihoods. Consideration should be given to providing this advisory support to the Durable Solutions Secretariat rather than to the RCO.
3. **Supporting government coordinating structures:** Many of the respondents have supported the proposal that, given the establishment of the National Durable Solutions Secretariat, coordination structures at the state level, and the pending publication of the government’s Durable Solutions Strategy, the role of the DSI should be to support these structures. In this regard, it is recommended that the appointment of a Somali Senior Durable Solutions Field Coordination Officer, whose role would be to liaise with these government structures – along the lines presented in a draft concept paper of the DSU<sup>1</sup>.
4. **Supporting local area-based durable solutions coordination and programmes:** The draft DSU paper proposes that, in addition to the Senior Durable Solutions Field Coordination Officer, there should be Field Coordination Officers posted in Puntland, South West State, Hirshabelle and Jubbaland. The consultants understand the view, as emphasised in a number of places in this report, that it will be important to support the frontline state-levels and municipal actions taken towards improving the situation of the displacement-affected communities located around the country. A number of respondents have argued that such an expansion of the DSI would be too expensive. It is recommended that, as many respondents have stated, rather than building a parallel UN DSI structure at these state levels, this local level support should be through building the capacity of government through existing durable solutions structures. This recommendation for supporting the government at the state level, in the form of capacity injections or secondments in coordination with the National Government,

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<sup>1</sup> Concept for the restructuring of the Durable Solutions Unit of the UN Integrated Office for the Resident Coordinator of Somalia, undated.

would address the ownership concerns expressed by most of the Somalis who were interviewed.

5. **Promoting government ownership and leadership:** The initiators of the DSI strongly maintained that government ownership and leadership will be a crucial factor in tackling the displacement problem in Somalia. There has been an underlying, and sometimes articulated, view of the Somali respondents that the DSI could have been more engaged with the government institutions and more strenuous in their support. This is the time for making the next phase of the DSI one that more strongly supports the government's durable solutions structures. It is recommended that, building in a previous capacity analysis undertaken by IGAD and partners, a capacity assessment should be carried out in order to identify where best, and how, support should be given to government durable solutions structures, whether at national, state or municipal levels.<sup>2</sup>
6. **Drawing on Islamic principles:** Towards strengthening the public's understanding of durable solutions ideas, and strengthening the public's support in trying to solve the dire displacement situation, the consultants suggest that the DSI should encourage one of the universities or research institutions in Somalia to undertake research on how Islamic principles link with the principles underlying the international durable solutions frameworks and policies.
7. **Liaising with district-based development programmes:** With regard to durable solutions work at the district level, the DSI has liaised with a number of programmes whose interventions could be of benefit to displaced communities. However, it is suggested that a closer liaison with the UN Joint Programme on Local Government and Decentralised Service Delivery (JPLG) could be particularly helpful, in that the programme has established community consultation processes for formulating district development plans, and the main objective is to improve the provision of basic services at the district level. It is recommended that a durable solutions advisor should be positioned within the JPLG management team.
8. **Increasing rural-based livelihoods:** As Walter Kaelin and Peter de Clercq have argued when interviewed for this evaluation, it is recommended that the DSI should ensure further discussion on the potentials for the development of peri-urban food production enterprises such as fodder production, slaughterhouses, meat processing and other agro-industrial activities, in order to encourage some IDPs to settle in places where such livelihoods are established.
9. **Engaging with civil society and the private sector:** In order to reach out to a wider public and to make the advocacy work of the DSI more understood and accepted, it is recommended that the DSI should engage with civil society (activist groups, youth groups, women's groups) and private sector associations – towards increasing awareness of displacement issues and also improving the accountability of responsible

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<sup>2</sup> 'Capacity and Institutional Assessment for Development of Areas of Return and Integration in Somalia', IGAD, World Bank, FGS, 2017.

authorities. Involving the private sector could also lead to finding more innovative ways of financing of displacement work.<sup>3</sup>

10. ***Improving the communication strategy of the DSI:*** A number of excellent articles have been stimulated and distributed by the DSI: the first and last mission reports of Walter Kaelin; the report on urbanisation and displacement by Dyfed Aubrey; the IDP perceptions study by Africa's Voices Foundation. However, the documentation by the DSI could be improved. In cooperation with the Communications Officer of the Integrated Office, the DSI should produce a brochure, like the one produced by the DSI in Ethiopia, in order to explain its role, structure and functions. Also, to inform durable solutions practitioners working in Somalia and in other countries, the DSI could produce a number of policy briefs, related to lessons learnt and best practices, on its transition strategy in support of government ownership of durable solutions work, for example, innovative interventions and analyses based on monitoring activities. Since one of the roles of the DSU will be to support the Saameynta project, there should be much learning to report on how this project is progressing in its approach to including displaced communities in urban development.
11. ***Evaluating durable solutions programmes:*** As mentioned in the ToR, it is recommended that a joint multi-donor evaluation should take place related to all durable solutions programmes that have been implemented so far in Somalia.

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<sup>3</sup> Useful ideas for private sector engagement can be found in A Private Investment Model for Refugee-Hosting Areas in Jordan, Earth Security Group and SDC, 2016.

# 1. Introduction

The ToR for this consultancy assignment state that the purpose of the evaluation is to assess the performance of the Durable Solutions Initiative (DSI) – established in early 2016 and situated in the UN’s Resident Coordinator’s Office in Mogadishu – in the light of the revised OECD/DAC evaluation themes of Relevance, Coherence, Effectiveness, Efficiency and Sustainability. A focus of the evaluation is the supporting role played by the Swiss Agency for Development and Cooperation (SDC).

As also indicated in the ToR, it is an assessment of the ‘conceptual part’ of the DSI, rather than its implementation at an operational level. The emphasis is on learning lessons for the SDC, the United Nations, the Federal Government of Somalia (FGS), as well as the wider ‘durable solutions community’ in Somalia, about how best to continue and adapt the engagement in addressing the needs and aspirations of the displacement-affected communities in the country. The ToR also express the hope that the evaluation will inform attempts at setting up similar initiatives in other countries and provide specific recommendations for the role Switzerland could play in supporting such initiatives.

Therefore, in line with the directions set by the ToR, the evaluation has focused on the general effects of the DSI: on the extent to which it has influenced awareness and affected the practices of the durable solutions community – by reviewing the advocacy, coordination and communication roles played by the Durable Solutions Unit of the UN’s Integrated Office, which has been supported by the SDC.

The evaluation has been carried out by two members of the Nairobi and Mogadishu-based consultancy company, iDC: John Fox and Mohamed Haajir. They completed an extensive literature review, and the list of documents consulted is given in Annex A. They interviewed 58 respondents drawn from the Swiss Cooperation office in Nairobi, the Integrated Office of the Resident Coordinator, other UN agencies, donors, NGOs, researchers, and representatives from different levels of government in Somalia. They also carried out a focus group discussion (FGD) with nine chairpersons of IDP camp committees in Baidoa. The full list of people consulted is given in Annex B. The report of the FGD is presented in Annex F.

Because of the COVID-19 virus, most of the interviews were carried out virtually. The consultants’ programme is set out in Annex C.

The analytical framework for the evaluation is based on the DAC evaluation themes, incorporating all the research issues indicated in the ToR:

**Relevance:** *the significance of the range of issues the DSI was designed to address;*

**Coherence:** *DSI’s relationship with other coordination platforms concerned with promoting durable solutions;*

**Effectiveness:** *DSI’s outputs, related to policy formulation and its influence on policy makers and practitioners working on displacement in Somalia;*

**Efficiency:** *The quality of the DSI’s management processes;*

**Sustainability:** *The likely continuation of DSI’s outputs and outcomes.*



The analytical framework, with the evaluation questions, is given in Annex D.

This report is also structured according to the five DAC evaluation themes. It is concluded with a summary of the lessons learnt and the recommendations for applying the lessons in any further durable solutions initiatives for displacement-affected communities in Somalia or elsewhere.

## 2. Relevance

*The significance of the range of issues the DSI was designed to address*

### 2.1 Origins

The most appropriate text for understanding the rationale behind the establishment of the DSI in early 2016 is the first mission report of Professor Walter Kaelin<sup>4</sup>, who had been appointed in 2015 the Special Advisor to the Resident Coordinator on Internally Displaced Persons. He began his report for the December 2015 mission by noting that most of the estimated 1.1 million IDPs in Somalia were living in protracted displacement across the country – with the majority in southern and central regions. Mogadishu alone was hosting 400,000 of these IDPs. He gave five reasons for such protracted displacement: the persistent or recurrent nature of the many causes of internal displacement; the limited ability and political willingness of the state to protect and provide durable solutions; the fragility of the context; widespread impoverishment; limited economic reconstruction.

He argued that several past efforts in support of durable solutions for IDPs had only limited impact and, for most of the IDPs, durable solutions remained unattained. He claimed that it would require *‘robust and strategic approaches aligning relevant stakeholders on this overall objective, to progress in achieving rights-based durable solutions of choice’*.

Walter Kaelin argued that after decades of humanitarian responses to internal displacement in Somalia, the IDP situation remained significant in scale, and humanitarian indicators for the IDPs had actually deteriorated, particularly regarding their food security. He reckoned that, because the many causes of displacement were either persistent or recurrent, there were new internal displacements every year in the country.

He pointed out that many IDPs living in protracted displacement in urban areas would not return to their rural areas of origin. There was, therefore, *‘an increased need to seek solutions in urban environments and to consider all possible options to attain a durable solutions including local integration besides return.’* The consequence of such protracted displacement was that it was detrimental to development because such a large part of the population was enduring severe impoverishment, unable to integrate in the labour market. He also argued that security could be undermined in as much as IDP settlements provided limited protection against intrusion and recruitment by militant groups.

On a positive note, Walter Kaelin reported that, from his many discussions during that first mission, he felt the environment was *‘conducive for a successful outcome of the Initiative’*. He had found that the Somali authorities, UN agencies, the World Bank, donors, and civil society, had all welcomed a gradual shift from humanitarian responses to more holistic approaches and the development of a Somalia-wide durable solution strategy for displacement-affected communities. And he highlighted that the Federal Minister for Planning had envisaged that issues concerning IDPs would be taken up in the National Development Plan 8 (2017 -2019).

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<sup>4</sup> [Mission to Nairobi and Mogadishu 9 – 14 December 2015](#).

With regard to risks, Professor Kaelin identified four:

- Competing priorities and limited political will at all relevant governmental as well as donor levels to treat durable solutions for IDPs as one of the priorities for the coming years;
- The inability to solve land and property problems due to their complex and entrenched nature and the absence of clear regulatory frameworks;
- The resistance of gatekeepers, particularly in Mogadishu, but also in cities such as Baidoa and Kismayo;
- The persistent and recurrent nature of the many causes of displacement.

He added a crucial assumption: *‘A comprehensive solutions strategy presumes therefore that the government recognizes and is willing to address these risks, without which the sustainability of durable solutions could not be guaranteed.’*

Whether Walter Kaelin’s identification of the key problems faced by the displaced communities and his analysis of potentials and risks were valid – these are key questions to be answered by the evaluation.

## **2.2 The Respondents’ Response**

Walter Kaelin had been invited to undertake that first mission by Peter de Clercq, who was then the Resident Coordinator. When interviewed for this evaluation, Peter de Clercq said, *‘Displacement was, and still is, an important issue in Somalia, because it is such a social, economic and security issue. You are made aware of IDP camps as soon as you get off a plane in Mogadishu or any other big town in the country’.*

Not one of the 58 respondents challenged the rationale for establishing the DSI in early 2016. The following is a summarising list of the reasons they gave:

- The size of the displacement problem – particularly after the severe droughts of 2011 had dramatically increased the flow of IDPs and the repatriation of refugees returning from the Dadaab refugee camp in Kenya;
- The protracted nature of the displacement problem;
- Its continually changing dynamics;
- The recognition that it was increasingly becoming, in the main, an urban problem;
- The multiplicity of actors that were working on the displacement issue – but not in a coordinated manner;
- UN’s engagement was disjointed and fragmented;
- The Somali government had limited capacity to address the problems at national, state or district levels;
- The recognition that to tackle the problem would take a collective effort of the many actors and harmonised programme strategies;
- The recognition that this collective effort would entail a ‘triple nexus’ of humanitarian, development and peacebuilding actions;
- The need for a legislative basis for a sustained engagement in addressing the displacement problem – rather than relying on the goodwill and commitment of individuals.

It is significant that all eight of the government officials who were interviewed see the role of the DSI as needed at the time of its launch and also instrumental in influencing their own thinking about how the displacement issues should best be addressed.

*'The DSI was launched at the right time, because people were tired of repetitive humanitarian interventions and their distribution of food and non-food items,'* said Abdullahi Ali Watin, from September 2020 the Chief of Staff of the President of the South West State. He had been a committed champion of work for displaced communities when he was the Mayor of Baidoa from June 2015 to January 2020 and afterwards the Director of Durable Solutions and Urban Resilience for the Ministry of Planning and International Cooperation (MoPIC) until he was appointed Chief of Staff. *'Before the DSI came to us,'* he said, *'we didn't know how to deal with these issues. They were addressing the right strategic objectives.'*

The views of Zahra Abdi, Director of the Durable Solutions Unit in the Ministry of Planning, Investment and Economic Development (MoPIED) are particularly significant, because she has established and heads the inter-ministerial coordination platform of the Federal Government (the national Durable Solutions Secretariat), the establishment of which was a strong recommendation of the DSI. *'The DSI has played a crucial role in guiding durable solutions programming in Somalia. I have it as a guiding framework for the work that is ongoing, especially in relation to programming principles, the whole of government approach, and strengthening government leadership on displacement issues.'*

Finally, Mohamed Omar, the Durable Solutions Expert of the Development Response to Displacement Impacts Project of IGAD, said, *'The DSI is relevant because displacement is so widespread in Somalia .... Given the constant internal displacement and the increasing number of returnees, mainly those coming from Kenya and those not extensively mentioned returning from Yemen, the DSI remains relevant. If you look at the DSI and the implemented activities at both national and state levels, you can tell that establishment of the Initiative was necessary.'*

### **2.3 The Design of the DSI**

With regard to the way in which the DSI was set up, all respondents agreed that the best place for it was the Office of the Resident Coordinator, who has a coordinating responsibility for all UN agencies engaged in Somalia.

Peter de Clercq, when interviewed, spoke about his intentions when establishing the DSI: *'The idea was not to generate loads of money for an operational programme. It was to generate a number of very clear concepts that provided a sustainable way forward. Then donors could buy in to support efforts to find durable solutions.'*

However, though he and Walter Kaelin were both passionate about the potentials of the DSI, eager to define principles that would guide durable solutions programmes, and committed to securing government ownership and leadership of these programmes, in the beginning there was no documentation of a strategy, a way of working, a roadmap, for those who were to staff the DSU responsible for promoting the DSI. As one respondent said,

*‘In the beginning, people did not know what the DSI was about. There was no plan of action. For the first year or so, it was very confusing. What is an initiative?’*

Particularly for the government authorities interviewed, the DSI was known best for the work of Walter Kaelin. Because of his experience and expertise, and with the backing of the Resident Coordinator, he had easy access to the offices of the Prime Minister and the Deputy Prime Minister, and other Ministers at the federal and state levels. His mission reports were widely distributed to senior government officials, donors, UN agencies and international NGOs working on displacement in Somalia; and debriefing sessions were organized with different stakeholders (with the Government, the donor community, UN and NGOs).

The missions and the mission reports of Walter Kaelin were intended as crucial contributions to both the DSI outcomes set out in the logframe for the second phase of SDC support:

*Outcome 1: The framework and principles of durable solutions are further developed in a collective way by all relevant humanitarian, development, peacebuilding and state actors, and mainstreamed in their operational programming;*

*Outcome 2: Government at federal, sub-federal and local level owns and drives the agenda of durable solutions and ensures coordination of different interventions.*

The work of the DSU staff was to build on Walter Kaelin’s missions by providing strategic advice to the Resident Coordinator on all matters related to durable solutions, ensuring that the recommendations made by Walter Kaelin were implemented, supporting the Government at national and sub-national levels, maintaining positive working relations and managing information flows between and among key stakeholders, including government counterparts, UN focal points/agencies, NGOs, the private sector, civil society, and the donor community.<sup>5</sup>

The extent to which the promotion of a conceptual framework for addressing displacement issues leading to durable solutions is explored in the following chapters.

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<sup>5</sup> ToR for the Durable Solutions Coordinator position in Somalia.

## 3. Coherence

*DSI's relationship with other coordination platforms concerned with promoting durable solutions*

### 3.1 DSI's Coordination Objectives

As expressed in the envisaged outcomes of the DSI, the achievement of coherence is a fundamental objective. The aims have been to achieve an effective coordination structure for the UN agencies and NGOs engaged in displacement programming, to influence donors about the importance of displacement issues, and also to support coordination structures of the Somali government at federal, sub-federal and local levels. As Walter Kaelin has said, *'The DSI is based on the premise that providing effective and durable solutions in Somalia requires the combination of area-based, cross-sectoral, multi-stakeholders, needs and rights-based approaches and the simultaneous involvement of humanitarian, development as well as peace and state building partners under the leadership of government authorities'*.<sup>6</sup> The DSI can justifiably claim success with regard to both aims.

George Conway, the Deputy Director of the UNDP Crisis Bureau and previously the UNDP Resident Representative in Somalia, argued when interviewed that, in the years before the DSI was launched, the UN engagement in Somalia was, in general, disjointed and fragmented. The environment was a competitive one and there was little interest in a joined-up UN response. But after 2013 there was an effort to bring the UN and bilateral aid agencies together in a more coordinated platform – as reflected in the establishment of the SDRF. UNDP put 70% of its funding into joint programmes in Somalia – against a global average of 7%. With regard to work on displacement, by the time the DSI was launched in 2016, George Conway could see an appetite for partnerships: *'Something different was happening there with durable solutions – a recognition that the protracted displacement in Somalia really needed a joined-up solution.'*

### 3.2 UN Agencies, NGOs and Donors

It is quite clear that the DSI had a catalytic effect in convincing UN agencies, relevant NGOs, and donors that there was a need for a 'joined-up solution' to tackle the displacement problems. Albert Soer is the UNDP Portfolio Manager of Economic Recovery and Institutional Development in Somalia. When interviewed he was quite explicit about the role of the DSU in the Integrated Office in bringing UN agencies and NGOs together on displacement issues: *'To initiate the action of multiple actors so that they have a common understanding and a synergy, you need a team whose job is to make sure that the actors are connected and a common knowledge is generated.'*

This was done through constant advocacy, regular meetings of the Durable Solutions Working Group, through the presentations made, particularly, by Walter Kaelin, and through occasional workshops in collaboration with ReDSS – the Regional Durable Solutions Secretariat. ReDSS comprises 14 NGOs, and it was created in 2015 with the aim of

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<sup>6</sup> [Report of Walter Kaelin's 5<sup>th</sup> Mission to Somalia, 5-7 February 2018.](#)

maintaining stakeholder engagement towards durable solutions for displacement-affected communities in East Africa and the Horn of Africa.

*‘Because of ReDSS, the NGOs were already coordinated,’ said a staff member of ReDSS, ‘but it was a good idea to bring the UN and NGOs together. It was also a good idea to anchor the DSI in the Resident Coordinator’s Office, because this would avoid any competition between UN agencies. It has certainly improved coordination and, in this regard, it has achieved a lot. It’s not perfect, but the actors know each other and we are able to meet.’*

This view is in tune with other representatives of UN agencies or NGOs engaged in durable solutions programmes. Here is a selection of the responses:

*‘The DSI was a coalition of the willing. At the beginning, some heads of UN agencies had their own agendas. And the Swiss have been quite catalytic in bringing donor coherence.’* (Sam Grundy, Transition and Recovery Officer, IOM)

*‘I have seen a vibrant interest in both humanitarian and development agencies. I have been impressed with the coordination structures I have found here.’* (Sebastian Herwig, Durable Solutions Officer, UNHCR.)

*‘The DSI has created an interesting space and it has brought displacement issues to the table. It has been good to have the NGOs on board. But the government is one stakeholder that is never invited to the DSI meetings.’* (Martijn Godeeris, Chief of Party for BRCiS)

### **3.3 Government Authorities**

The fullest and most crucial response came from Zahra Abdi, the Director of the Durable Solutions Unit in MoPIED. She explained that the primary role of the MoPIED DSU is to *‘strengthen government leadership, guide and coordinate work related to finding durable solutions for the displacement-affected communities across Somalia’* through the DSS. The unit is also responsible for liaising with aid agencies and donors, as well as providing effective coordination with federal government institutions and building the capacities of the federal member states on coordination mechanisms.

There are also durable solutions structures at state or municipal levels – in Benadir, Hirshabelle, Jubaland, Puntland and South West State. Abdirahman Abdi Ahmed, the Director General of the Ministry of Youth in Jubaland reported that, with regard to durable solutions work, coordination is now taking place at federal, state and district levels: *‘Every month we hold coordination meetings in Kismayo on durable solutions and stabilisation issues.’*

Abdullahi Ali Watin described the two coordination platforms in SWS that have been set up from the time he was the Mayor of Baidoa: the Durable Solutions Technical Working Group led by IOM and the Resilience Working Group led by the World Bank. He emphasised the cross-cutting nature of durable solutions work: *‘When we are talking about Durable solutions, we have to realise that it is linked to sustainable development goals that cover things such as equality, justice, health and urbanisation’.*

Zahra Abdi talked about the structure that, under NDP-8, had brought government ministries at federal and state levels, donors, UN agencies and NGOs together – the Migration, Displacement and Durable Solutions (MDDS) Sub-Working Group of the Resilience Pillar that used to meet every two and a half months in Mogadishu. *‘But there was no collective action and accountability,’* she said. *‘We were just giving reports of what we had done rather than being a coordination platform where we had specific strategic directives’.* She explained that the ‘aid architecture’ was being reformed, through discussions between MoPIED and the Office of the Prime Minister; there have also been discussions with the RCO in order to ensure that a more inclusive coordination platform will be established under the Social Development Pillar of NDP-9.<sup>7</sup> And these arrangements will be set out in the implementation framework of the National Durable Solutions Strategy (NDSS) that should be formulated and published by the end of the year.

Samatar Liban, the Durable Solutions Officer at the National Commission for Refugees and IDPs (NCRI), emphasised the importance of the ongoing work of Professor Chaloka Beyani, supported by UNHCR, to ‘domesticate’ the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa – the Kampala Convention. As mentioned by Sebastian Herwig of UNHCR, it will be through legislation that the newly established government coordination structures on durable solutions will be sustained, despite the inevitable changes in leadership positions that will occur within Somalia’s volatile political scenario.

### 3.4 Coherence in Programming

The extent to which displacement involves addressing a very wide spread of issues can be seen in the components of durable solutions projects and programmes. Projects such as Midnimo, Danwadaag, the Durable Solutions Programme, and those consortia projects within the RE-INTEG programme, deal with land, housing, tenure, education, vocational training, employment, health, water, governance, security, and protection against gender-based violence.<sup>8</sup> This is also an indication that the DSI has had an influence on the way donors prioritise programmes for funding. They have been more ready to fund projects that involve a harmonisation of humanitarian, development and peacebuilding interventions – the ‘triple nexus’ approach – and they have been ready to fund projects that address such a wide spread of issues. There has also been an influence beyond the ‘durable solutions community’, as in the example of an EU-funded stabilisation project that incorporates the Midnimo methodology.<sup>9</sup>

One very important factor in achieving such a spread of issues – such a nexus – addressed in durable solutions programming, and in bringing more coherence in programme design, is the way in which the DSU, in conjunction with ReDSS, has promoted the development and the acceptance by all stakeholders of a range of programming principles derived from the IASC framework. These principles are concerned with ensuring that programmes are government-led, area-based, collective and comprehensive, community-based and

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<sup>7</sup> The coordination mechanism will be led by the Durable Solutions Director in MoPIED, as stated in the minutes of the Social Development Pillar Working Group meeting of 14 September 2020.

<sup>8</sup> [Teresa del Ministro, ‘The Durable Solutions initiative in Somalia’ in Knowledge Matters, Special Issue, Durable Solutions in Somalia, Concern Worldwide, May 2020.](#)

<sup>9</sup> The EU Stabilisation Project, started in 2018, and implemented by IOM and UN Habitat.



participatory, rights- and needs-based, sensitive to inclusion issues, and sustainability. (See section 4.1 in the following chapter for an elaboration of these principles and the way in which they have been adapted and embedded in a draft of the National Durable Solutions Strategy.)

DSI's concern for achieving greater coherence in durable solutions programming can be seen in its recognition that land tenure security is at the heart of resilience, peace-building and durable solutions, particularly for IDPs; legal protection is a basic human right for the displaced; involvement in TVET programmes can be a key for IDPs becoming independent and resilient.

As Dyfed Aubrey said, the Inter-Regional Advisor from UN Habitat, *'Durable solutions needs to be mainstreamed in different areas of work; resilience, economic development, agriculture and food security, education and training, as well as urban planning.'*

It is not the purpose of this evaluation to assess the effectiveness of durable solutions projects and programmes, but a number of the respondents have mentioned the community action plans (CAPs) that are developed in most, if not all, ongoing projects for displacement-affected communities. It seems, however, that this community-based development planning mechanism is not linked to the community consultative process promoted by the UN's Joint Programme on Local Governance and Decentralised Service Delivery (JPLG), which leads, particularly in Puntland and Somaliland, to the District Development Frameworks (DDFs). One answer given by some respondents is that the CAPs can be seen as precursors of the DDFs, especially in south-central districts of Somalia where elected councils have not yet been formed. But perhaps an opportunity is being lost here for a much stronger linkage. As Paul Simkin, the Senior Programme Manager of JPLG said, *'If more work on durable solutions were to be done through JPLG it would benefit from a large infrastructure, a good political buy-in, and a strong capacity in the field. If there was a durable solutions adviser placed within JPLG, when we were meeting with the Mayors we would be going with one package.'*

On the other hand, DSI has promoted a close and positive linkage with the urban infrastructure and urban planning work of UN Habitat. But this is a matter that will be taken up in the following chapter.

## 4. Effectiveness

*DSI's outputs, related to policy formulation and its influence on policy makers and practitioners working on displacement in Somalia*

### 4.1 Influence on Policy Processes

A first key achievement was the fact that internal displacement issues and durable solutions were addressed and mainstreamed respectively in the NDP-8 and NDP-9 and the Resilience and Recovery Framework (RRF), approved in early 2018. With regard to policy formulation, the key achievements of the DSI have been its strong contribution to the adoption of a Policy on Refugee Returnees and Internally Displaced Persons, National Eviction Guidelines, and an Interim Protocol on Housing, Land and Poverty, as well as the ratification of the Kampala Convention<sup>10</sup> in late 2019. One example of the way in which the DSI has had an influence on durable solutions policies at the sub-national level is the statement made by Abdullahi Ali Watin below in section 4.4 about policies formulated by the Baidoa municipality. The same could be said about durable solutions policies formulated in the states of Jubbaland, Hirshabelle and Galmudug. Also, there has been an influence on the durable solutions strategy of the Benadir Regional Administration (BRA).

*'The DSI recommended the development of these policies,' Zahra Abdi said when interviewed. 'They have pushed and supported them. They have been instrumental in providing guidance and have made the necessary inputs. They have done this very well.'*

That this influence of the DSI was one of its main achievements is recognised by all respondents who commented on the Initiative's effectiveness.

One clear indication of the DSI influence is the manner in which the Durable Solutions Secretariat is now incorporating and adapting in the drafting of the Durable Solutions Strategy<sup>11</sup> the programming principles that had been developed by the Durable Solutions Working Group:

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#### ***Durable Solutions Principles***

- **Government-led:** The National Durable Solutions Strategy will be the pivotal document to shift towards local government led "whole of government" approaches and away from agency led programmatic and humanitarian delivery, response and programming. Interventions should be aligned with the NDP9/other relevant government plans and led by government authorities at FGS, FMS and local level to ensure sustainability and government ownership. Government should be central to the planning, coordination, implementation and monitoring of projects.

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<sup>10</sup> [African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa \(the Kampala Convention\), October 2009.](#)

<sup>11</sup> Federal Government of Somalia, National Durable Solutions Strategy, 2020-2024, draft.

- **Participatory:** Interventions should be community based and use participatory approaches, allowing population of concerns to choose their preferred solutions, define their own priorities and actively participate in the choice, planning and implementation of activities to achieve sustainable and affordable durable solutions;
- **Comprehensive:** Interventions should address the needs and vulnerabilities of all “displacement affected communities” including IDPs, returnees, and host communities to enable reconciliation, avoid creating tensions and enable social cohesion among its members;
- **Area based:** Interventions should be geographically targeted and adapted to local context to consider that each area requires its own specific approach based on the specific living conditions, needs, opportunities and risks in a certain location;
- **Rights and needs:** based Interventions should address the vulnerabilities and needs, including economic needs of displacement affected communities and their human rights.
- **Collective and integrated:** Interventions should be multi-sectoral and multi-stakeholder, and contribute to strengthening partnerships and collaboration between various actors – government, UN system, NGOs, private sector, donor partners – from the humanitarian, development, peace and state-building sectors;
- **Multi-year:** Interventions will need to have a multi-year time frame and budget, allowing for flexible programming that can adapt to changing environmental dynamics and needs.
- **Gender/age/disability and minority-sensitive:** Interventions should consider the gender, disability, minority clan and age dynamics at play and give special attention to the concerns of women and youth. Including marginalisation based on clan membership (with an emphasis on minority clans). Interventions should be conflict-sensitive and contribute to sustainable peace-building and development by going beyond ‘do no harm’.
- **Sustainable:** Interventions should facilitate locally-led solutions by the government, civil society, private sector and communities themselves. They need to strengthen the government’s role through systematic capacity building support institutional processes and frameworks enabling durable solutions at all levels. Interventions prioritise delivery through existing government and community structures and aim at including displaced populations into these rather than establishing parallel structures.

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## 4.2 Promoting the Triple Nexus

Walter Kaelin has emphasised that the displacement situation in Somalia is simultaneously a humanitarian, development and peacebuilding challenge. In his 7<sup>th</sup> and last mission report<sup>12</sup> he argues that it is a situation that undermines Somalia’s development efforts *‘by keeping large numbers of people in absolute poverty, burdening host communities in poor parts of cities, and creating obstacles to achieve the Sustainable Development Goals’*. He also stressed that it *‘creates challenges for peacebuilding where, due to tensions between IDPs*

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<sup>12</sup> [Displaced populations and Urban Poor No longer Left Behind, 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, September 2019.](#)

*and host communities, social cohesion is undermined or the lack of prospects for a better life among the youth creates a fertile ground for radicalisation’.*

Peter de Clercq, when interviewed, said that *‘the first priority of the DSI was to encourage a move from a humanitarian to a development approach – the nexus’*. He argues that the Government considering displacement as more than a humanitarian issue is a key indicator of genuine Government ownership –and this was reflected in displacement issues being mainstreamed throughout the NDP-8.

These statements of Walter Kaelin and Peter de Clercq align with the principles articulated in the UN’s New Way of Working<sup>13</sup> that first defined the triple nexus as the interlinkages between humanitarian, development and peace actors, who are expected to work towards collective outcomes over multiple years, when appropriate. It is certainly appropriate in interventions that seek to address the wide range of problematic issues experienced by displacement-affected communities.

That the triple nexus approach, as promoted by the DSI, has been embraced by the durable solutions community in Somalia is seen by the way it was a term frequently used by many of the respondents during this evaluation. Evelyn Aero of NRC, for example, suggested that, *‘without the work of the DSI, we would not have had such a clear idea of the distinction between humanitarian and durable solutions interventions. We see that having linkages between humanitarian, development and peacebuilding actors is very important’*.

### **4.3 Promoting Urban and Small Town Solutions**

In Walter Kaelin’s first mission report, and therefore from the beginning of the DSI, there was a recognition that internal displacement in Somalia was very much an urban problem. It is a recognition that was taken up by the staff of the DSU. One initiative has been to organise a meeting for mayors in order to discuss approaches to their displacement situations. A first discussion took place in October 2019. A second mayoral forum was planned for early January 2020, but this had to be cancelled because of security concerns.

The DSU arranged two joint advisory and advocacy visits with Walter Kaelin and Dyfed Aubrey in 2019 that both were able to put forward some innovative and imaginative ideas about how in urban planning and development rising land values can be leveraged in a way to include housing and services for the displaced.

When interviewed, Dyfed Aubrey gave a couple of examples of how this can be done. First, he mentioned Baidoa, where the government has land where the World Bank is investing in roads. In consequence, the land value increases. Then the land can be divided into development plots – some for resettling IDPs and others for affordable housing. The second and similar example is where a donor funds roads and a deal is struck with adjacent land owners, whose property will increase in value, for them to allocate a portion of their land for resettlement. Dyfed gave the example of Bosasso, where a big landowner was prepared to give up 40% of his land if infrastructure was brought in.

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<sup>13</sup> World Humanitarian Summit, Commitment to Action, 2 May 2016.

There is more detail of potential urban development strategies that would include resettlement of IDPs given in Dyfed Aubrey's and his colleague's paper published by the DSI.<sup>14</sup> Also, Walter Kaelin takes up such urban issues in his 7<sup>th</sup> mission report discussed above.

The DSU staff, engaging with UN Habitat experts, have also explored potentials for finding resettlement solutions – 'return' solutions – for those IDPs from rural areas. It was an idea discussed in the interview with Peter de Clercq. *'There is a demographic transformation taking place,'* he said, *'particularly in countries that are fast urbanising like Somalia. It was known as a country of nomads. But we need to look well ahead. What is Somalia going to look like in 30 years time? It will be a highly urbanised society. The economy needs to be transformed. We will need to focus more on mid-sized towns ... We need to look at displacement in a context of changing livelihoods and new settlement patterns. That's very exciting. The alternative, which is happening now, is slum development and urban poverty.'*

In his interview, Walter Kaelin expressed a similar view: *'Many IDPs are pastoralists or agro pastoralists, who moved into the cities because of the drought when they lost their livestock. It is unlikely that they will go back to their traditional lifestyles. Even if they are restocked they could lose their livestock again in four years later. But livestock is one of the pillars of the Somali economy. If you have this fast urbanisation, who is going to feed the people in the cities? If I was an investor I would look into the possibilities of peri-urban food production. And you could do more intensive livestock production. Instead of these animals wandering around in search of grass the grass comes to the animals. And you have greenhouses and irrigation. Then you have a value chain.'*

#### **4.4 Influencing Agendas**

In addition to ways in which the DSI has had an influence on the government's formulation of durable solutions policies and strategies, and on the more coherent programmes addressing displacement issues, the effect has also been felt at sub-national levels.

Abdullahi Ali Watin was quite explicit about the way in which the DSI has impacted the durable solutions work in Baidoa: *'From 2016 to 2019 Baidoa City became a lead city in durable solutions. We learnt that what we have achieved can be presented to the practitioners and donors in Mogadishu, Nairobi and elsewhere in the world. We have presented our case at meetings in Switzerland, Japan, UK, Lebanon, Malaysia and Indonesia. We have been able to say that we donated 15 square metres of land for resettlement. It is a success story. This is how the DSI influenced our agenda and assisted us.'*

An example of how the DSI has influenced the World Bank is what Mathias Mayr – Senior Operations Officer in the Somalia Country Management Unit of the World Bank – has said about the way the contact with the DSI has affected his own, and the Bank's thinking: *'With the DSI, it looked like the UN was taking the displacement issue very seriously. For us at the World Bank it made a lot of sense to establish the link to our own work of supporting*

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<sup>14</sup> [Dyfed Aubrey and Luciana Cardoso, Towards Sustainable Durable Solutions in Somalia and IDP Durable Solutions at Scale, DFI, June 2019.](#)

*institutional development and, particularly, our work with IGAD. We also appreciated that displacement was being seen as an urban planning and development problem.'*

With regard to the way in which the DSI has had an influence on the agenda of other donors, members of the DSU in the RCO together with ReDSS have been invited on a regular basis to brief and discuss with donors at the Durable Solutions donor working group (under the Humanitarian Donor Group (HDG)) on the progress of various durable solutions programmes.

The DSU has held multiple round-table discussions for the development of joint programming, organised events with donors in order to de-brief after Walter Kaelin's missions, and also events for presenting learning products.

With regard to supporting the government, the DSU has played a significant role with agenda setting at both national and global level. One example is the support provided for the Somalia country submission to the High Level Panel on IDPs.

#### **4.5 Translating International and Regional Frameworks**

Along with supporting the durable solutions structures of the FGS and FMS, the DSI has strongly contributed to 'translate' and communicate the underlying values and operational principles to be found in the range of international and regional normative frameworks listed in Table 1 in order to support the policies and strategies discussed in section 4.1 above.

*Table 1 – International and national frameworks*

International	National
2020: OECD, DAC Recommendation on the Humanitarian-Development-Peace Nexus	2019: National Policy on Refugee-Returnees and Internally Displaced Persons
2017: Nairobi Declaration on Durable Solutions for Somali Refugees and Reintegration of Returnees in Somalia	2019: National Eviction Guidelines
2016: New York Declaration for Refugees and Migrants, Comprehensive Refugee Response Framework	2019: Interim Protocol on Land Distribution for Housing to Eligible Refugee-Returnees and IDPs
2012: IGAD Regional Migration Policy Framework	2019: Somalia Social Protection Policy
2010: IASC Framework on Internally Displaced Persons	2019: Somalia National Development Plan (NDP-9, 2020-2024)
2009: African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (the Kampala Convention)	2018: Recovery and Resilience Framework (RRF)
1998: UN Guiding Principles on Internal Displacement	2016: Somalia National Development Plan (NDP- 8, 2017-2019)

However, the respondents were asked if they knew of any attempt to make linkages with values or principles to be found in Islam or Somali culture. No-one said Yes, and most thought it would be a good idea. Perhaps this is a lost opportunity, it is suggested, for increasing the understanding and reinforcing the ownership of what is written in these policies and strategies related to displacement-affected communities.

#### **4.6 Addressing Inclusion Issues**

Inclusion can be seen on two levels: First, just promoting programmes on displacement is a matter of inclusion. As Walter Kaelin has said, the IDPs and returning refugees should not be 'left behind'. The second level is ensuring that the programmes directed towards displacement-affected communities should ensure that the more vulnerable members of these communities receive appropriate attention – women, the disabled, and members of minority clans.

However, though the intentions are clear, effectively addressing issues of inclusion has numerous challenges as will be noted below.

One of the most detailed comments on how effectively the DSI has addressed inclusion issues came from Mahad Wasuge, Executive Director of the Somali Public Agenda (SPA): *'It is difficult to measure to what extent these issues (gender, diversity, inclusion, conflict sensitivity and protection) have been addressed. There are so many IDP camps, and different studies show that rape cases mainly occur in the camps where the burden of feeding the household falls predominantly on women. And they encounter physical violence, divorce and abuse at the same time. I don't think the DSI has addressed these issues at the local or field level. There are some women in top positions of the durable solutions units at the government level. We can say that gender inclusion is achieved to some extent in that regard, but I don't think that much has been achieved on these issues whether it is inclusion, gender or protection within IDP settlements.'*

It would not be possible, of course, for the DSI to actually address such inclusion concerns at the settlement level. But these issues are taken up in numerous reports and analytical studies for which the DSI has collaborated with ReDSS and with federal, state and municipal authorities, including during the First Annual Evidence Week in Somalia.<sup>15</sup> Other examples are the perception surveys carried out in Mogadishu, and then in Baidoa and Bosaso, conducted by the Africa's Voices Foundation.<sup>16</sup>

On complex and sensitive issues such as gender and clan conflict in Somalia, from the discussions with respondents, it seems that expatriate staff avoid talking to Somalis about these matters. Also, the general view of the respondents is that the durable solutions projects do not address the underlying causes of gender disparity or clan exclusion. As the Minister of Humanitarian Affairs, SWS, Nasir Abdi Arush, said, *'To improve the political participation and representation of the IDPs will take a long time. We need to change the political system in the country and move away from the 4.5 system.'*

#### **4.7 The DSI as a Model**

The DSI in Somalia was the first to be established. It has become an exemplar for other countries that have displacement-affected communities. Most notably, the Somalia model has been replicated in Ethiopia. Helene Atrafi, the Durable Solutions Coordinator at the Resident Coordinator's Office in Addis Ababa – also seconded by SDC – has expressed her gratitude to the Swiss government for supporting exchange visits to Nairobi and Mogadishu in order to observe and discuss the way in which the DSI was operating in Somalia.

As Evelyn Aero, the Interim HLP Coordinator at the Norwegian Refugee Council (NRC) has said in interview, *'Beyond Ethiopia, it would be very relevant in Iraq, Sudan and South Sudan.'*

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<sup>15</sup> [Solutions Analysis Update 2019: Case Study on Lessons Learnt and Practices to Support \(Re\) Integration Programming – Mogadishu, Baidoa and Kismayo, ReDSS.](#)  
[Lessons Learned from the EU RE-INTEG Durable Solutions Consortia \(2017- 2020\), ReDSS.](#)  
[Common Social Accountability Platform: Results and findings from citizen led discussions on displacement and durable solutions in Mogadishu, Africa's Voices, ReDSS, January 2019.](#)  
<https://regionaldss.org/index.php/2018/10/31/upcoming-evidence-week-re-thinking-mobility-displacement-somalia/>

<sup>16</sup> [Social Accountability on Durable Solutions: Perception Survey in Bossaso and Baidoa, Africa's Voices Foundation and UNDP/RCO, 27 May 2020.](#)



## 4.8 Key Challenges

When asked about the achievements of the DSI, one respondent said, *'If I think about the achievements at a conceptual and institutional level – the support in establishing structures and formulating policies – I say Yes, there have been clear achievements. But when I think about the possible number of the displaced who have found a durable solution to their problems I come up with a different answer.'*

Another respondent, also reflecting along the same lines, said, *'The UN is a bureaucracy. Any bureaucracy finds it relatively easy to create other bureaucracies.'*

So the main challenge of initiatives such as the DSI is how to support the scaling up of programmes and projects working on finding durable solutions for the huge number of displacement-affected communities in Somalia.

Second, a frustration expressed by present or previous members of the UN's DSU – out of a recognition that policies on displacement are made mainly at a federal level, but actions affecting the displaced are usually taken at the municipal level – is about the lack of capacity for making the DSI an influence at local levels. It is difficult to enforce national policies at the local level. One reason for this is the persisting tensions between the federal government and the member states over mandates and allocation of resources

Third, though government coordination structures have been established at federal and state levels, there is a lack of capacity and resources – whether to do with staffing or funding – for tackling the enormous displacement problems they are faced with.

Fourth, a number of respondents highlighted that there has been, and will be, competition among government institutions for securing funds mobilised by the DSI for durable solutions work.

With regard to durable solutions projects, for those implemented by consortia, it seems that it has hard to secure the investment for establishing strong project management units. The consortium modality does mean that agencies can deliver area-based and needed multi-sectoral responses to displacement-affected communities. However, without a strong management unit, there is a risk that there will be a lack of coherence in management and programme approaches, staff will have split loyalties, and opportunities will be lost for strategic adjustments in implementation.

Lastly, though the importance of establishing multi-year programmes for durable solutions work is generally recognised, it is still proving difficult to secure long-term funding. It is a paradox that, though humanitarian donors are the most concerned about displacement, they are also mostly engaged in short-term project funding.

## 5. Efficiency

### *Quality of DSI's management processes*

#### **5.1 Research, Advocacy and Inputs to Policy Formulation**

The ToR do not ask that the evaluation should be about value for money. However, the view of the consultants is that the impact of SDC funding the visits and reports of Walter Kaelin has been enormously significant – the influence on formulating policy and establishing coordinating structures for displacement work in Somalia. Also, the two missions of Dyfed Aubrey and his report have focused minds on the urban issues of displacement – leading to the design of the Saameynta project. And then there is the secondment of five durable solutions experts to the DSU within the IO from 2016 to 2020, who have carried out so much consultation and advocacy work. At a total cost of under 2 million dollars, this is value for money. Moreover, between 2016 and 2019, the DSI has been catalytic in raising USD.87 million, primarily for interventions related to durable solutions.

Specific to the research activities of the DSU, the application of the ReDSS Durable Solutions Framework<sup>17</sup> has entailed a more rigorous monitoring of intervention indicators focusing on physical safety (safety and security); material safety (adequate standards of living, access to livelihoods, restoration of housing land and property); legal safety (access to documentation, family reunification, participation in public affairs, access to effective remedies and justice). Also, the development of the Durable Solutions Marker, has enabled a national aid flow mapping of development interventions across a number of sectors that have potential for contributing to finding durable solutions for displaced communities.

Teresa del Ministro, the Durable Solutions Coordinator, reports that among the 'durable solutions community' knowledge has been shared about urbanisation and displacement, as well as on land management. The reports of both Walter Kaelin and Dyfed Aubrey have been widely disseminated; so has the perception studies by the Africa's Voices Foundation mentioned above.

However, the consultants find that more could have been done with regard to documentation. A number of the NGO respondents for this evaluation have remarked that, particularly in its first two-year phase, there was a lack of clarity about the role, structure and functions of the DSI. In this regard, a brochure could have been made available, along the lines of the excellent one produced by the Ethiopia DSI<sup>18</sup>. Also, there are a number of issues arising from the activities of the DSI and from the number of durable solutions projects spread across Somalia and Somaliland, that could have been documented for the benefit of durable solutions practitioners in Somalia and in other countries that have displacement-affected communities. This is not a matter of visibility ('trumpet blowing'), but an extension of the reporting and knowledge sharing functions of the DSI.

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<sup>17</sup> An adaptation of the IASC Framework on Durable Solutions for Internally Displaced Persons.

<sup>18</sup> The DSU in Somalia, during the exchanges facilitated by SDC, had recommended their counterpart in Ethiopia to prioritize from the beginning a good communication tool and a strategy to streamline the work.

*‘Learning lessons and disseminating them, I think we have done a decent job,’ said Peter de Clercq, ‘We could have been a bit better in documenting some of our successes and showing best practice.’*

Nevertheless, many respondents – particularly UN and NGO staff who have had fairly regular contact – commended the work of the DSU staff managing the DSI. One described their behaviour as *‘cheerleading rather than barking orders’*. Another said, *‘I think they have struck a fine balance between encouraging and pushing’*.

A number of respondents echoed these views – arguing that coordinating UN agencies and INGOs calls for a facilitating rather than a directing style. The same is true when engaging with both the government and donors.

For a Somali government perspective, Zahra Abdi expressed her appreciation of the work done by the staff of the DSU: *‘During my short tenure here I have already seen some research that has been carried out, especially the innovative research on how land value can be used for displacement solutions. Also, I have seen the different reports that the RCO has submitted to us for validation. I know that they have carried out perception surveys by working with Africa’s Voices Foundation. The DSI team works very hard. They have been working hard on fund raising, and they have been working with us on the Durable Solutions Strategy. The DSI has played a crucial role in its development and in ensuring that we can mainstream durable solutions in the NDP-9.’*

## **5.2 Management of Risks**

In his first mission report, Walter Kaelin identified four main risks that the DSI would face, and they have been indicated in section 2.1. What follows is a reflection on whether they have been serious challenges and how they have been mitigated.

### ***Competing priorities and limited political will at relevant governmental as well as donor levels to treat durable solutions for IDPs as one of the priorities for the coming years***

Counteracting this risk has been the main objective of the advocacy and coordinating work of the DSI. The acceptance of the triple nexus approach by implementing agencies and donors; the area-based and joint durable solutions projects across the country; the government policies formulated and coordination structures established – all these developments that have been discussed in this report show the extent to which this risk has been managed.

### ***The inability to solve land and property problems due to their complex and entrenched nature and the absence of clear regulatory frameworks***

The missions and reports of Dyfed Aubrey that have highlighted the need to see displacement as a most crucial urban planning issue – and the planning of the Saameynta Project – show the role of the DSI in addressing land and property issues.

### ***The resistance of gatekeepers, particularly in Mogadishu***

The behaviour and potentially restrictive nature of gatekeepers (or informal camp managers) in displacement settlements is an issue that has been treated in a number of studies over the last four years, but it has not been a focus of DSI reports. Particularly in

BRA, there have been efforts to address the negative aspects of gatekeeper control by providing training for them which focuses on deepening their understanding of displacement issues, and enhancing their capacities as settlement managers.<sup>19</sup> The dilemma to be explored is whether the gatekeepers, as Peter de Clercq says, are a problem or part of the solution. Can their settlement management role be sufficiently enhanced through training, or should it be taken over by district authorities?

### ***The persistent and recurrent nature of many causes of displacement***

Whereas DSI has played a critical role at a conceptual level in supporting the development of normative frameworks and institutional structures to address displacement problems, there has been no reduction in the overall figures since the Initiative was launched. It is this fact that is bound to influence any re-design of a continuing DSI – the subject of the following chapter.

### ***Measuring the achievement of durable solutions***

Though, as noted above in section 5.1, ReDSS has developed a set of indicators for measuring progress for achieving durable solutions, and there has been the use of microdata analysis on durable solutions by the World Bank. However, it seems that there is difficulty in adapting them to the local contexts. One issue is the difficulty in tracking activities and achievements involved in durable solutions work, but one solution may be the use of the LoRa (long range) measurement tool.

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<sup>19</sup> [‘Using an adaptive approach to making gatekeepers accountable to internally displaced persons in Mogadishu, Somalia’, Erik Bryld, Christine Kamau & M. A. Mohamud, in Development in Practice, 2020.](#)

## 6. Sustainability

*The likely continuation of DSI's outputs and outcomes*

### 6.1 Conclusions

When Adam Abdelmoula, the current Resident Coordinator, was asked in the interview what he thought the DSI should be, he said. *'An intellectual engine and a custodian of principles'*. It has been both those things. Particularly through the presentations and reports of Walter Kaelin, the 'durable solutions community' in Somalia – whether NGOs and UN agencies, donors or officials at different levels of government – have been informed and stimulated with his acute analysis of the displacement problem in the country, his knowledge of how displacement issues are being addressed around the world, and his recommendations about what needed to be done in Somalia.

In his sixth and last mission report<sup>20</sup>, Walter Kaelin listed what he considered the main achievement of the DSI. He identified three:

#### 1. Regarding policy dialogue and development:

- Integration and mainstreaming of internal displacement into relevant chapters of the 8<sup>th</sup> National Development Plan 2017-2019;
- Integration of durable solutions aspects into the Recovery and Resilience Framework (RRF);
- Adoption of a collective outcome by the UN Country Team and the Humanitarian Country Team (UNCT/HCT) in line with the UN's New Way of Working<sup>21</sup> – to reach durable solutions for 100,000 displaced households by 2022;
- Ongoing advocacy for the enhancement of the humanitarian-development-peacebuilding nexus.

#### 2. Regarding planning and programming:

- Ongoing efforts (central and local) to identify area-based collective outcome to find durable solutions for IDPs and returnees;
- Collective advocacy efforts of durable solutions that have mobilised US\$.87 million since the launch of the DSI';
- New joined-up UN and NGO programming on durable solutions;<sup>22</sup>
- Introduction of a durable solutions marker – an aid flow mapping that identifies development interventions across sectors with potential to contribute to durable solutions;
- Ongoing synchronisation of durable solutions programming to support resource allocation.

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<sup>20</sup> [Displaced populations and urban poor no longer left behind, United Nations Somalia, September 2019](#)

<sup>21</sup> Adopted in 2017 by eight UN humanitarian and development entities aspiring to work towards collective outcomes across the humanitarian and development community.

<sup>22</sup> Midnimo, funded by the UN Peacebuilding Fund (PBF); RE-INTEG programme, funded by the EU; Danwadaag, funded by DfID.

### 3. Regarding coordination:

- Establishment of a collective platform for coordination on durable solutions with the FGS and the international community – the Sub-Working Group on Migration, Displacement and Durable Solutions (MDDS);
- Establishment of an inter-ministerial Durable Solutions Secretariat in MoPIED;
- Establishment of the Durable Solutions Working Group for UN agencies and NGOs.

As discussed above in section 3.3, the MDDS, was discontinued, and it has been replaced by the establishment of a Durable Solutions Working Group led by MoPIED that brings together the government, NGOs and UN agencies.

But, as explored in the interview with him, Walter Kaelin now sees that since his visit in September 2019 there have been extensions of the achievements he noted in the mission report: particularly, the adoption of the National Policy on Refugee Returnees and Internally Displaced Persons in November 2019.

*‘Progress has been made,’ he said. ‘And for coordination in durable solutions, it goes well beyond the UN agencies. It involves donors, and it involves projects implemented by NGOs. I think this is where the Swiss Embassy played a very important role in providing platforms. My mission reports were widely shared; meetings were held in Mogadishu and Nairobi. There were some really constructive discussions.’* A number of other respondents have echoed this view, that SDC played a very important role in supporting the establishment of coordination platforms related to durable solutions work. All the representatives of donors that have been interviewed have commended the initiative of the Swiss for establishing the Initiative.

However, as discussed earlier in this report, the displacement problem in Somalia is still a massive one – as shown in the following table:

**Table 2: Situation overview of displaced persons in Somalia – as of August 2020**

- The estimated total number of people in a situation of internal displacement in Somalia is **2,600,000** (CCCM, 2020), with **594,000** in Somaliland and **557,000** in Puntland (UNHCR, 2020).
- In Somalia, displacement still tends to be large-scale, protracted and concentrated in urban areas.
- The main triggers of primary and secondary displacement are climate and natural disasters, conflict and forced evictions.
- In 2020, the Housing Land and Property Area of Responsibility of the Protection Cluster (NRC and HLP Area of Responsibility 2019) have recorded **105,775 eviction incidents and 53,605 preventions**, with UN-OCHA recording **11,000 forced evictions** during August. Forced evictions are mostly perpetrated by private land-owners and only moderately by government.
- Somali IDPs are the most impoverished demographic group in urban centres (WB 2019, IDMC 2019)
- Total recorded displacements in August was **60,000** (UNHCR, August 2020), a significant decrease from **158,000** in July (PRMN, August 2020).

The lives of a number of IDPs and returnees will have benefitted from the durable solutions projects that have been implemented across Somalia and Somaliland – many will have received improved basic services; some will even have been resettled and have tenure. But, overall, the situation is the same large-scale, protracted, and mainly an urban one.

As Teresa de Ministro wrote in her article in the April 2020 edition of Knowledge Matters: *‘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.’*<sup>23</sup>

There is, then, a need to up-scale the interventions, engage at state, district and local levels, raise the awareness of civil society, and harness the resources of the private sector. There is a need to widen the advocacy work of the DSI and broaden the appeal about the need to tackle effectively and fairly the displacement problem in the country. Teresa del Ministro, in her interview and in her writing, has talked about creating a durable solutions movement: *‘Going forward, with the hope that the Initiative finalises 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.’*<sup>24</sup>

In the discussions with respondents about the above achievements of the DSI, there was frequent appreciation of SDC, in recognising the need for such an initiative, in making the decision to fund the visits of Walter Kaelin, and then funding the DSU. Perhaps it was an advantage that SDC was ‘going it alone’ because it could more easily and quickly make those decisions.

There is still a need for the DSU to promote coordination among the UN agencies, donors and NGOs that are designing, funding or implementing programmes for displacement-affected communities. There is also a need to strengthen support for the government structures concerned with displacement. The scale of the displacement problem in Somalia is so huge, and the cost of an effective response is so heavy, that it will need other donors or UN agencies themselves to fund the range of recommendations to be presented in this report.

## 6.2 Lessons Learnt

1. A few individuals with commitment and enthusiasm for a cause, if they are in a position to do so, can achieve success despite the hard challenges they face. In early 2016, a few champions in the effort to address the problems facing displacement-affected communities in Somalia overcame resistances, brought agencies together, and put durable solutions high on the agendas of the humanitarian, development and peacebuilding agencies of the UN, NGOs, donors and the government. However, as a number of respondents have argued, it is now time to move beyond securing the support of individual champions to investing in building the capacity of institutions. The

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<sup>23</sup> [Teresa del Ministro, ‘The Durable Solutions Initiative in Somalia’, op. cit.](#)

<sup>24</sup> Ibid.

problem with relying on the support of individuals is that they move to other positions and, as a result, progress on durable solutions work can be stalled.

2. Policies related to durable solutions are made at national and state levels, but most actions affecting displaced communities are taken at the municipal level. There is a need to operationalise the formulated national and state policies on durable solutions in a manner that makes impact at the local levels, and support coherence and complementarity of the various policies and strategies at both national and sub-national levels. This process is now ongoing with the development of the National Durable Solutions Strategy.
3. The high number of displaced people in Somalia will be significantly reduced only by the actions of government at all of the national, state and district levels. But the government at all these levels is resource constrained. It is hoped that, now that the IMF and World Bank have agreed that Somalia is eligible for assistance under the Enhanced Heavily Indebted Poor Country (HIPC) initiative, more funds will be directed to durable solutions work.
4. The advocacy work of the DSI, so far directed at UN agencies, NGOs, donors and the government, could be even more effective if also directed at civil society and the private sector. If this is done, it will help to make a reality of the dream of Teresa del Ministro noted above that the Initiative will *'finalise its transition to a national and social movement fully owned by Somalis.'*
5. So far, in the 'domestication' of principles to be found in the international normative frameworks related to displacement, no attempt has been made to draw on the principles to be found in Islam – principles, for example, of brotherhood, compassion and philanthropy – that could strengthen public acceptance of efforts to improve the situation of the displaced.
6. Accessing land and acquiring housing are important achievements on the road to finding a durable solution for displaced people. However, the focus group discussion held during this evaluation with IDP chairpersons in the Barwaqo settlement in Baidoa (see Annex F) show that having a plot and a house is certainly not enough. The members of the group clearly appreciate that land was made available to them. But the following statement by one of the participants identifies a number of other factors that need to be in place:

*'A durable solution for us is when we no longer need assistance, and where we are secure because we have no protection problems. We can say our problems have been partly solved because we have land that we own. We have access to some basic services. But there are still some things missing – mainly food security (we can't farm here) and access to jobs. Getting a permanent job is critical. So we need the opportunity of vocational training.'*

Clearly, for IDPs and returning refugees, having a secure livelihood, in that it gives independence, is perhaps the most important factor in reaching a durable solution.



## 6.3 Recommendations: The Future of the DSI

### ***Coordinating UN agencies and NGOs working on programmes for displacement-affected communities***

All 58 respondents argued a case for a continuation of the DSI. All could see a need for a unit to maintain the coordination that has been achieved with UN agencies and NGOs. The durable solutions programmes and projects are designed and carried out by multiple actors. Those actors must have a shared understanding of what they are about. There is a need for a team to create that shared understanding, because each actor needs to know about the role of the other actors – and how a synergy can be created from the combined efforts. There is a need for a ‘helicopter view’. And the best place for achieving that is the Integrated Office of the Resident Coordinator.

### ***Maintaining high level advisories***

The team – the Durable Solutions Unit within the Integrated Office – and, through it, the ‘durable solutions community’ in Somalia – need to be informed about current thinking and best practices with regard to durable solutions work. Much of the success of the DSI over its two two-year phases – the shift that has taken place from a humanitarian to a developmental response – has been due to the consultative visits and reports of Walter Kaelin and Dyfed Aubrey. It is recommended that it will be important to continue the engagement of such individuals with acknowledged experience and expertise, particularly in the fields of private sector engagement and rural livelihoods. Consideration should be given to providing this advisory support to the Durable Solutions Secretariat rather than to the RCO.

### ***Supporting government coordinating structures***

Many of the respondents have supported the proposal that, given the establishment of the National Durable Solutions Secretariat, coordination structures at the state level, and the pending publication of the government’s Durable Solutions Strategy, the role of the DSI should be to support these structures. In this regard, it is recommended that the appointment of a Somali Senior Durable Solutions Field Coordination Officer, whose role would be to liaise with these government structures – along the lines presented in a draft concept paper of the DSU<sup>25</sup>.

### ***Supporting local area-based durable solutions coordination and programmes***

The draft DSU paper proposes that, in addition to the Senior Durable Solutions Field Coordination Officer, there should be Field Coordination Officers posted in Puntland, South West State, Hirshabelle and Jubbaland. The consultants understand the view, as emphasised in a number of places in this report, that it will be important to support the frontline state-levels and municipal actions taken towards improving the situation of the displacement-affected communities located around the country. A number of respondents have argued that such an expansion of the DSI would be too expensive. It is recommended that, as many respondents have stated, rather than building a parallel UN DSI structure at these state

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<sup>25</sup> Concept for the restructuring of the Durable Solutions Unit of the UN Integrated Office for the Resident Coordinator of Somalia, undated.

levels, this local level support should be through building the capacity of government durable solutions structures.

This recommendation for supporting the government at the national and state level, in the form of capacity injections or secondments would address the ownership concerns expressed by most of the Somalis who were interviewed.

### ***Promoting government ownership and leadership***

The initiators of the DSI strongly maintained that government ownership and leadership will be a crucial factor in tackling the displacement problem in Somalia. There has been an underlying, and sometimes articulated, view of the Somali respondents that the DSI could have been more engaged with the government institutions and more strenuous in their support. This is the time for making the next phase of the DSI one that more strongly supports the government's durable solutions structures. It is recommended that a capacity analysis should be carried out in order to identify where best, and how, support should be given to government durable solutions structures, whether at national, state or municipal levels.

### ***Drawing on Islamic principles***

Towards strengthening the public's understanding of durable solutions ideas, and strengthening the public's support in trying to solve the dire displacement situation, the consultants suggest that the DSI should encourage one of the universities or research institutions in Somalia to undertake research on how Islamic principles link with the principles underlying the international durable solutions frameworks and policies.

### ***Liaising with district-based development programmes***

With regard to durable solutions work at the district level, the DSI has liaised with a number of programmes whose interventions could be of benefit to displaced communities. However, it is suggested that a closer liaison with the UN Joint Programme on Local Government and Decentralised Service Delivery (JPLG) could be particularly helpful, in that the programme has established community consultation processes for formulating district development plans, and the main objective is to improve the provision of basic services at the district level. It is recommended that a durable solutions advisor should be positioned within the JPLG management team.

### ***Increasing rural-based livelihoods***

As Walter Kaelin and Peter de Clercq have argued when interviewed for this evaluation, it is recommended that the DSI should ensure further discussion on the potentials for the development of peri-urban food production enterprises such as fodder production, slaughterhouses, meat processing and other agro-industrial activities, in order to encourage some IDPs to settle in places where such livelihoods are established.

### ***Engaging with civil society and the private sector***

In order to reach out to a wider public and to make the advocacy work of the DSI more understood and accepted, it is recommended that the DSI should engage with civil society (activist groups, youth groups, women's groups) and private sector associations – towards increasing awareness of displacement issues and also improving the accountability of

responsible authorities. Involving the private sector could also lead to finding more innovative ways of financing of displacement work.

### ***Improving the communication strategy of the DSI***

The ToR for the Durable Solutions Coordinator, Annex 6,<sup>26</sup> indicates as one of the functional competences ‘Promoting organisational learning and knowledge sharing’, which includes ‘documenting successes’.

A number of excellent articles have been stimulated and distributed by the DSI: the first and last mission reports of Walter Kaelin; the report on urbanisation and displacement by Dyfed Aubrey; the IDP perceptions study by Africa’s Voices Foundation. However, the documentation by the DSI could be improved. In cooperation with the Communications Officer of the Integrated Office, the DSI should produce a brochure, like the one produced by the DSI in Ethiopia, in order to explain its role, structure and functions. Also, to inform durable solutions practitioners working in Somalia and in other countries, the DSI could produce a number of policy briefs on its transition strategy in support of government ownership of durable solutions work, for example, innovative interventions and analyses based on monitoring activities. Since one of the roles of the DSU will be to support the Saameynta project, there should be much learning to report on how this project is progressing in its approach to including displaced communities in urban development.

### ***Evaluating durable solutions programmes***

As mentioned in the ToR it is recommended that a joint multi-donor evaluation should take place related to all durable solutions programmes that have been implemented so far in Somalia.

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<sup>26</sup> [Project document for the SDC Support to the Durable Solutions Initiative, 2018-2020.](#)

## Annex A: Documents Consulted

### *International, regional and national policies and agreements*

**Somalia National Development Plan-9**, 2020-2024.

**OECD, DAC Recommendation on the Humanitarian-Development-Peace Nexus**, OECD, 2020.

**National Evictions Guidelines**, Federal Government of Somalia, November 2019.

**National Policy on Refugee Returnees and Internally Displaced Persons**, Federal Government of Somalia, November 2019.

**Internally Displaced Person and Refugee Returnees Policy**, Benadir Regional Administration and Municipality of Mogadishu, January 2019.

**Policy on UNHCR's Engagement in Situations of Internal Displacement**, UNHCR Emergency Handbook, 2019.

**Somalia Social Protection Policy**, Ministry of Labour and Social Affairs, March 2019.

**Somalia Resilience and Recovery Framework**, Federal Government of Somalia, June 2018

**Global Compact on Refugees**, UN, New York, 2018

**Nairobi Declaration on Durable Solutions for Somali Refugees and Reintegration of Returnees in Somalia**, 25 March 2017.

**Somalia National Development Plan-8**, 2017-2019.

**Puntland Guidelines on Implementation of National IDP Policy**, Ministry of Interior, Local Governments and Rural Development, National Strategic Framework, 2016-2018.

**Forum on New Approaches to Protracted Forced Displacement**, Wilton Park, United Kingdom, 4-6 April 2016, Co-Hosts Summary Statement, UNHCR.

**Somaliland Internal Displacement Policy**, Ministry of Resettlement, Rehabilitation & Reconstruction, 2015.

**Convention and Protocol (1951) relating to the Status of Refugees (1967)**, UNHCR, with an Introductory Note, 2010.

**African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa** (the Kampala Convention), October 2009.

**Guiding Principles on Internal Displacement**, UN, 1998.

**African (Banjul) Charter on Human and Peoples' Rights**, OAU, 1981

### *Normative frameworks*

**Durable Solutions Framework, Benadir Region**, 2019.

**Durable Solutions Framework, Bay Region**: Review of existing data and assessments to identify gaps and opportunities to inform (re)integration planning and programming for displacement affected communities, ReDSS, DRC, NRC, 2017.

**New York Declaration for Refugees and Migrants, Comprehensive Refugee Response Framework**, UNHCR, 2016.

**IASC Framework on Internally Displaced Persons**, UN, 2010.

### *Reports on specific durable solutions programmes*

**Somalia Urban Resilience Project Phase II, Project Information Document**, World Bank, October 3, 2019.

**Solutions Analysis Update 2019:** Case Study on Lessons Learnt and Practices to Support (Re) Integration Programming – Mogadishu, Baidoa and Kismayo, ReDSS.

**Lessons Learned from the EU RE-INTEG Durable Solutions Consortia (2017- 2020),** ReDSS.

**Review of Durable Solutions Initiatives in East and Horn of Africa:**

Good practices, challenges and opportunities in the search of durable solutions, ReDSS, 2016.

### *DSI reports*

‘The Durable Solutions Initiative in Somalia’, in **Knowledge Matters: Durable Solutions in Somalia**, Teresa del Ministro, Concern Worldwide, April 2020.

**Displaced Populations and Urban Poor No Longer Left Behind**, 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, UN Somalia, September 2019.

**Somalia Durable Solutions Initiative**, Factsheet, January 2019.

**Professor Walter Kaelin’s Mission Reports** (9 – 14 December 2015; 27 January – 11 February 2016; 6 – 17 March, 2016; August 2017; 3 – 7 February 2018).

### *Background documents*

**Horn of Africa Somalia Situation**, UNHCR, 2020.

‘Using an adaptive approach to making gatekeepers accountable to internally displaced persons in Mogadishu, Somalia’, Erik Bryld, Christine Kamau & M. A. Mohamud, in **Development in Practice**, 2020. **Durable Solutions in Somalia: Moving from Policies to Practice for IDPs in Mogadishu**, Mark Yarnell, Refugees International, Field Report, December 2019.

**Shelter Provision in Mogadishu: understanding politics for a more inclusive city**, Eric Bryld, Christine Kamau, Charlotte Bonnet, Mohamed A Mohamud, Faith Farah, September 2019.

**Towards Sustainable Urban Development in Somalia and IDP Durable Solutions at Scale**, Dyfed Aubrey and Luciano Cardoso, United Nations Somalia, Integrated Office of the DSRSG/RC/HC, September 2019.

**Estimated IDP Population in Informal Sites and Camp-Like Settings**, Somalia, UNHCR, February 2019.

**Common Social Accountability Platform: Results and findings from citizen led discussions on displacement and durable solutions in Mogadishu**, Africa’s Voices, ReDSS, January 2019.

**Listening to Displacement Communities Over Time: Understanding Intentions and Aspirations in Support of Durable Solutions**, Baidoa, Dollow, Kismayo, Mogadishu, ReDSS. 2019.

**Informing Durable Solutions for Internal Displacement in Nigeria, Somalia, South Sudan and Sudan**, World Bank, 2019.

**UN Somalia Country Results Report**, 2019.

**Swiss Cooperation Strategy Horn of Africa 2018 –2021.**

**The New Deal in Somalia:** An independent review of the Somali Compact 2014-2016, ODI, April 2017.

**Capacity and Institutional Assessment for Development of Areas of Return and Integration in Somalia**, IGAD, World Bank, FGS, 2017.

**Breaking the Impasse: Reducing Protracted Internal Displacement as a Collective Outcome**, Walter Kälin and Hannah Entwisle-Chapuisat, OCHA, New York 2017.

**A Private Investment Model for Refugee-Hosting Areas in Jordan**, Earth Security Group and SDC, 2016.

**A New Deal for Somalia's Displaced?** Exploring opportunities of engagement for durable solutions with the Somalia new deal compact. Samuel Hall, ReDSS, 2014.

## Annex B: People Consulted

UN/NGO Partners		
<b>Adam Abdelmoula</b>	United Nations	DSRSG/RC/HC
<b>Jo Nickolls</b>	United Nations	Head of the Integrated Office
<b>Sarah Cramer Smith</b>	UN/World Bank	Aid Coordination Specialist
<b>Teresa del Ministro</b>	UN Integrated Office	Durable Solutions Coordinator
<b>Isabelle Peter</b>	UN Integrated Office	Durable Solutions Coordination Officer (SDC secondee)
<b>Aude Galli</b>	ReDSS	Coordinator
<b>Rufus Karanja</b>	ReDSS	Somalia Manager
<b>Albert Soer</b>	UNDP	Portfolio Manager Economic Recovery and Institutional Development
<b>Jess Garana</b>	UNDP	Durable Solutions Specialist
<b>Laura Bennison</b>	Danwadaag	Coordinator
<b>Ben Mbaura</b>	IOM	Durable Solutions Programme Manager
<b>Sophos Sophianos</b>	UN Habitat	Senior Urban Planner
<b>Dyfed Aubrey</b>	UN Habitat	Inter-Regional Advisor
<b>Sebastian Herwig</b>	UNHCR	Durable Solutions Officer
<b>Paul Simkin</b>	UN JPLG	Coordinator
<b>Andrew Lanyon</b>	FAO	Resilience Advisor
<b>Jose Bendito Prieto</b>	UNICEF	Head of Social Policy
<b>Peter de Clerq</b>		Former DSRSG/RC/HC Advisor
<b>Evelyn Aero</b>	NRC	Regional Advisor - ICLA
<b>Shezane Kirubi</b>	NRC Somalia	Durable Solutions Manager
<b>Lugard Ogara</b>	DSP/DRC	Chief of Party – DSP
<b>Kevin Mckey</b>	SomRep/WV	Chief of Party – SomRep
<b>Sabina Makau</b>	SomRep/WVI	Senior Program Officer

<b>Martijn Godeeris</b>	BRCiS	Outgoing Chief of Party
<b>Sam Grundy</b>	IOM Headquarters	Transition and Recovery Advisor
<b>Sofia Khetib</b>	UNHCR /Global Protection Cluster	Senior Protection Coordinator (ex DS SDC secondee)
<b>George Conway</b>	UNDP	Deputy Director - Crisis Bureau
<b>Larissa Meier</b>	SDC	Deputy Head of International Cooperation in Ethiopia (ex SDC DS secondee)
<b>Henri Stalder</b>	UN Habitat Syria	Human Settlements Officer (ex SDC DS secondee)
<b>Prof Walter Kälin</b>		Former Special Representative of the UN Secretary –General on the Human Rights of IDPs, and Special Advisor on IDPs to the DSRSG/RC/HC
<b>Nimo Hassan</b>	Somali NGO Consortium	Director
<b>Ishaku Maitumbi</b>	UN-Habitat	Country Representative
<b>Peter Nordstrom</b>	UN Integrated Office	Peacebuilding Coordinator
<b>Cindy Isaac</b>	UN-OCHA Somalia	Deputy Head of Office
<b>Helene Atrafi</b>	RCO/UN – Ethiopia	Durable Solutions Coordinator (SDC secondee)
<b>Donors</b>		
<b>Séverine Weber</b>	SDC	Deputy Regional Director for Horn of Africa
<b>Lydia Wetugi</b>	SDC	Senior Programme Manager – Governance & Migration
<b>Ingeborg Ponne</b>	Embassy of Netherlands	Policy Officer – Migration
<b>Christine Uyoga</b>	Embassy of Denmark	Programme Officer
<b>Nina Berg</b>	Embassy of Denmark	Deputy Head of Mission
<b>Vicente Selles</b>	EU	Programme Manager / Liaison Officer
<b>Mathias Mayr</b>	World Bank	Consultant
<b>Jake Peters</b>	DFID	Humanitarian Advisor
<b>Makiko Watanabe</b>	World Bank	Senior Urban Specialist
<b>Morten Petersen Rugtved</b>	EU (Echofield)	Technical Assistant
<b>Stefano Stirpe</b>	Italian Agency for Development Cooperation (Embassy)	Programme Coordinator



<b>Gunvor W. Skancke</b>	Royal Norwegian Embassy, Nairobi	Head of Development Cooperation – Somalia and Kenya
<b>Authorities</b>		
<b>Zahra Abdi</b>	National Durable Solutions Secretariat	Director
<b>Samatar Liban</b>	National Commission for Refugees and IDPs	Durable Solutions Officer
<b>Abdulrahman Shariff</b>	Office of the Prime Minister	Senior Special Advisor on Development and International Relations
<b>H.E. Nasir Abdi Arush</b>	Southwest State of Somalia	Minister of Humanitarian Affairs
<b>Abdullahi Ali Watin</b>	SWS MoPIC	Director of Durable Solutions and Urban Resilience
<b>Dr. Hodan Ali</b>	Banadir Regional Administration (BRA)	Humanitarian and Durable Solutions Coordinator
<b>DG Aden Farah Garane</b>	Jubaland State of Somalia	Minister of Interior
<b>DG Abdirahman Abdi Ahmed</b>	Jubaland State of Somalia	Minister of Youth
<b>Mohamed Omar</b>	IGAD	Durable Solutions Expert – Development Response to Displacement Impacts Project (DRDIP)
<b>Academics, Researchers, Think Tanks</b>		
<b>Mohamed Osman Mohamud</b>	Somali Disaster Resilience Institute (SDRI)	Director
<b>Nassim Majidi</b>	Samuel Hall	Co-Founder and Director
<b>Mahad Wasuge</b>	Somali Public Agenda/RVI	Researcher and Writer

## Annex C: Evaluation Programme

Date	Activity
<b>30 July</b>	Zoom Inception Meeting with TAC members: Rufus Kinyua Karanja, Durable Solutions Manager, ReDSS; Isabelle Peter, Durable Solution Coordination Officer, UN-RCO; Thomas Oertle, SDC Regional Director for HoA; Ali Ibrahim, SDC Programme Officer, Migration and Governance
<b>4 August</b>	Submission of Inception Report to TAC
<b>4-9 August</b>	Desk study of documents on DSI and durable solutions policies, frameworks and reports
<b>10-29 September</b>	Interviews with key informants
<b>2 October</b>	Zoom meeting with TAC
<b>30 September – 27 October</b>	Writing draft report and incorporation of feedback from the TAC
<b>3 November</b>	Submission of final report

## Annex D: Checklist for Key Informant Interviews

*At the beginning of each interview, the respondents will be asked about their work in relation to displacement affected communities and their knowledge about the DSI and the work of the RCO. Then the questions will be asked as follows:*

1. The first theme we will be exploring is concerned with the **Relevance** of the DSI – the significance of the work it has done, at both central and local levels. What would you say about that?
2. Why do you think it was necessary, or desirable, to establish the DSI?
3. What would have been missed if it hadn't been established?
4. Do you think it was established in such a way that its objectives are being achieved effectively?
5. Do you think the DSI has focused on the right strategic issues concerning displacement affected communities and its influence on institutions concerned with promoting durable solutions? To what extent has the DSI focused on inclusion issues, particularly with regard to the involvement of the displaced communities – women and marginalised groups – in decision making that affects their lives and livelihoods?
6. The second theme takes up the issue of **Coherence** – DSI's relationship with other coordination platforms concerned with promoting durable solutions, and processes such as the CRRF. To what extent do you think the DSI has made use of, and strengthened, existing coordination platforms and mechanisms of the government and the international community? Your own, particularly?
7. To what extent would you say other processes, interventions or coordination platforms have supported or weakened the DSI? And what about the reverse – has the DSI strengthened or weakened those other processes, interventions or coordination platforms?
8. How many coordination mechanisms are you aware of? Do you think there is any overlap in their mandates? It could be said that if you have a proliferation of coordination mechanisms to achieve whatever objective, then the result could be at worst confusion and at best delayed or blunted action – do you think this could be the case with durable solutions structures in Somalia?
9. With regard to the work of the DSI related to displacement-affected communities, how well has it supported policy or programming links with other interventions such as those promoting resilience of communities, urban development, or others?
10. Turning to the theme of **Effectiveness** (DSI's and the RCO's influence on policy makers and practitioners working on displacement in Somalia), the DSI has aimed to be a catalyst in ensuring adequate policy, institutional and operational attention to durable solutions. Has it been successful in this? In what ways, would you say?
11. To what extent has the DSI been able to advance the humanitarian-development-peace 'triple' nexus?
12. How effectively has the DSI shaped the agenda concerning urban solutions?
13. Are there any innovations that you would ascribe to the DSI?
14. To what extent has it been able to influence the agendas of government, partners and donors?
15. To what extent has it supported durable solutions practitioners in the harmonisation of durable solutions programming approaches?

16. To what extent has the RCO contributed to more coordination and collaboration between UN agencies, programmes, donors, NGOs and government agencies?
17. Do you think the envisaged outcomes of the DSI have been achieved? And what has influenced the achievement – or lack of achievement?
18. What specific components of the DSI, and which enabling factors, have been most influential?
19. Has the DSI effectively contributed to the translation into the Somali context of internationally and regionally agreed durable solutions frameworks?
20. To what extent has the DSI related this translation to the values and principles of Islam and Somali culture?
21. To what extent has the DSI effectively addressed gender, diversity, inclusion, conflict sensitivity and protection issues – and is this reflected in policies and programmes supported by the DSI?
22. What have been the key challenges so far that may have limited the effectiveness of the DSI?
23. With regard to **Efficiency** (the quality of the DSI's management processes), what comments would you have about DSI's performance related to its research, advocacy, and inputs to strategy formulation?
24. Was the DSI catalytic in generating/attracting funding for durable solutions programming in Somalia?
25. How effectively has it been able to respond to the interests or requirements of your own agency?
26. What risks were identified during the planning and implementation period, and how did the DSI manage or mitigate these risks?
27. Finally, taking up the issue of **Sustainability**, to what extent do you think local ownership of the DSI has been established?
28. To what extent do you think principles underlying durable solutions have been appropriated by UN agencies, funds and programmes, NGOs, donors and, particularly, the government?
29. What lessons have been learnt, and what case would you make for the continuation of the DSI or its replication in other contexts?
30. How effectively have lessons learnt been documented and disseminated towards application in a continuation of the DSI or in any replication in other countries?
31. What contribution of the DSI do you think will be most remembered in 10 years time?

## **Annex E: Checklist for FGD with IDP Camp Chairpersons**

1. How would you describe the current situation in your IDP camps?
2. What would you say are the biggest problems you face?
3. What particular challenges do IDPs encounter compared to the non-displaced populations, and why?
4. What are your priority needs, in terms of provision of basic services, housing, security, vocational training, or other matters?
5. What aid programmes are currently being implemented in your camps?
6. What were the achievements of these programmes?
7. What, for you, would be a durable solution to displacement?
8. What assistance would you need in order to achieve this?
9. What potential do you think IDPs themselves have to contribute to the achievement of durable solutions?

## Annex F: A Focus Group Discussion in Barwaqo IDP Settlement

Barwaqo is a relocation site, for which the local government had donated land of 15 sq.km in the northern outskirts of Baidoa City. IOM and NRC constructed 1,000 transitional housing units through an 'Owner-Driven Approach' under the Danwadaag programme with funding from DFID.

Each household has been given a plot of 10m x 20m, with one room made of corrugated sheets, and every four houses share two latrines. The land is divided into blocks of either 32 or 24 houses. There are wide roads that have sewerage at the sides. However, there is no public transport available for connecting with Baidoa City.

The site has a primary school (until class four) with nine classrooms, and free water supported by Save the Children. There is a health centre supported by IOM with funding from USAID, which provides essential primary health care services. Around twenty solar lights are installed along the roads within the settlement, and there is a main gravel road connecting the Barwaqo site to Baidoa City.

Nine chairpersons of committees in the IDP settlement attended a focus group discussion that was held as an activity of the DSI evaluation, There were six men and three women in the group.

The discussion began with an exploration of how the participants would define an IDP. *'We are people who have left our homes,'* someone said. *'We were forced out for different reasons. Some because of conflict; some because of droughts or floods; some because they had been abused.'*

*'They say we are vulnerable,'* another person said. *'Yes, we are. Although we live in plots that we now own, we still consider ourselves IDPs. We still have needs – especially for food, despite the thirty dollars a month food voucher that we receive. And we are still waiting for our title deed documents. We can't yet say we are self-reliant.'*

*'But this settlement is better than the IDP camps we lived in before,'* the first person said. *'We are still IDPs. We are yet far away from the sort of life that people living in Baidoa have.'*

They went on to talk about how life was like for them in the previous camps within Baidoa City. Evictions had been common, and they were glad that was no longer a threat. They reckoned it was the main reason why the local government had donated the land. However, they felt that their hopes for a much better life had been dashed somewhat. Despite the good fortune of having a plot of land and of having access to water, they still had other problems as well as food insecurity. The number of teachers in the school is not sufficient; the hospital is operated only during day, and there are no emergency response services in the settlement at night. *'If a mother has a birth complication at night,'* a woman said, *'no*

*one can help her. Taking her to a health centre in the city is not easy. Since we settled here, three women have died because of labour complications.'*

So they feel that promises made by the aid agencies have not been fulfilled.

*'We are short of money, too,'* said one of the women. *'We are far from the city without public transportation. The Bajaj (tuk tuk) costs us two dollars for a return trip to Baidoa. Most of us living here can't afford that.'* Since the pandemic came, many women who rely on wages earned from washing clothes in Baidoa have lost their livelihood. Their clients decided not to open their doors because they were afraid of the virus. And women who rely on collecting firewood can't do that anymore because they are afraid of being raped. Nevertheless, there was agreement that the security situation is better than when they were living inside the city. There is a police station near the settlement.

When asked about the biggest challenges they face, the participants again mentioned getting enough food. They also pointed out that even the housing is a problem, because each family has only one room without a kitchen, and some households have more than ten children. Unemployment is another major problem in the settlement, particularly because it is far from the city and, again, they stressed that there is no reliable and affordable transport for getting there.

*'Some of us go to the city looking for construction work,'* a man said. *'But when you walk all that way you reach the site late and tired. Or you arrive too late, when the jobs have been distributed.'* Getting permanent or long-term employment is very difficult because most IDPs don't have the required skills, the network of contacts. *'We cant access loans from the banks or the business people,'* a participant said, *'because no one will trust that we will repay what we borrow '*

A number of the participants agreed that life in the settlement is especially difficult for the youths. Many of them have had little or no education. And a number of them have come from pastoral communities, where they grew up herding livestock. Others come from farming families. And now some of these youths survive by shining shoes.

And so skills training is a priority need, particularly in carpentry, electricity and masonry. Women also need to be trained in tailoring, embroidery, finger weaving or fabric dyeing. *'When we gain some skills,'* one of the younger members said, *'we will be able to help ourselves, start small businesses, or get jobs.'*

Education is seen as a priority; adults would welcome literacy classes, and children need to be assisted with books and uniforms. Another priority would be improving the quality and reach of the health services. And some of the participants said it would be good to have a market in the settlement.

When asked about their access to local government offices, they said they have no problem visiting the offices but getting services was another matter. They recognised that there was not much the local officials can do for them. They appreciated how hard the previous Mayor, Abdullahi Ali Watin, had worked to relocate them, but they realised that officials,

whether the Mayor, the head of the Department of Social Affairs, or even the Governor of the Bay region, have little capacity to help them.

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On the other hand, they were confident that they could participate in political processes. They see themselves as part of the local community, and so they have a right to engage in politics, be candidates for the local council, vote and lobby for other candidates. They are actually planning to advocate for Barwaqo being recognised as a new zone in Baidoa. They want to be represented on the city council.

Again, they were asked what, for them, would be a durable solution. *'It is when we can live like the locals without discrimination,' they said. 'It is when we have equal economic and political opportunities. It is when we have access to basic services.'* They recognised, too, that they needed to organise themselves, form self-help and savings groups.

They argued that there is need for a vision that is broader than resettling IDPs in a new site. The crucial factor would be developing new and sustainable livelihood opportunities. That would give them independence. That would really be a durable solution.



# Annex G: Terms of Reference

Contract no. 81065724 (Local Mandate)

SOM Evaluation of Durable Solutions Initiative

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## 1. Purpose

The present Terms of Reference (ToR) provide the framework for the **evaluation of the Durable Solutions Initiative (DSI) in Somalia launched early 2016 and the specific Swiss support to this initiative**. On the side of the United Nations (UN), the DSI is anchored within the Integrated Office of the DSRSG / RC / HC to Somalia (IO), and it is embedded in a close partnership with government counterparts, collaboration across UN agencies, funds and programmes as well as NGOs. The Swiss Agency for Development and Cooperation (SDC) supported the DSI through the IO in a first phase from 2016 to 2018, with the second phase lasting from 2019 until 2020.

The purpose of the evaluation is **to assess specific aspects of the relevance, coherence, efficiency, effectiveness, sustainability and lessons learnt of the DSI** in achieving its objectives – looking at the conceptual part of the DSI (rather than its implementation at operational level). This will also cover gender and conflict sensitivity dimensions. This should generate **learning** for SDC, the United Nations as well as the wider Durable Solutions community in Somalia about how best to continue and adapt the engagement in promoting durable solutions (DS) to internal displacement in the country through local integration using whole-of-society area-based approaches, i.e. beyond strictly internal displacement. The evaluation should also inform attempts of setting up similar initiatives in other countries and provide specific recommendations for the role Switzerland can play in supporting such initiatives. The evaluation will also provide further linkages on the results it intends to achieve with global focus esp. the High Level Panel.

**This evaluation will concentrate on the broader outcomes of the DSI, focusing on its catalytic effect that influenced awareness and practices of the Durable Solutions community.** In doing so, the evaluation will focus on the coordination role played by the Durable Solutions Unit of the UN Integrated Office (IO), supported by SDC through the provision of high-level expertise and key human resources. The evaluation of the concrete implementation on the ground might be undertaken in the second half of 2020 in a more ambitious exercise, where the possibility of a joint multi-donor evaluation will be explored to incorporate a study of all DS programmes that have been implemented in Somalia so far.

## 2. Context

Somalia remains at the epicentre of one of the world's largest displacement crises with an estimated **2.6 million internally displaced people (IDPs) – among the most severe internal displacement situations on the African continent**. Following decades of conflict and recurrent climatic shocks leading to the protracted displacement of around 1.1 million people, the 2016/2017 drought and floods in 2018 triggered the internal displacement of an additional 1.5 million Somalis. In addition, around one million Somalis have fled to primarily neighbouring countries. Approximately 123'000 Somali refugees have returned to Somalia since December 2014.

The combination of internal displacement and refugee return is exacerbating Somalia's demographic shift from a rural to a predominantly urbanized country. IDPs and vulnerable returnees tend to join existing, congested settlements or establish temporary sites in urban and peri-urban areas seeking safety and assistance. The large population movements put additional pressure on already scarce resources and limited services in urban areas. Rapidly growing cities such as Mogadishu, Baidoa and Kismayo face enormous challenges in creating urban livelihood opportunities, providing safety, access to basic services, justice and securing housing, land and property rights. **(Forced) continued evictions** are one of the most severe and prevalent protection threats for IDPs, returnees and poor households. IDPs – particularly women and girls continue to be among the most vulnerable in Somalia living in precarious conditions, often facing exclusion and marginalisation and having limited social support networks, livelihood opportunities and coping mechanisms available.

As the majority of IDPs are unlikely to return to areas from where they were displaced, **displacement in Somalia has become an inherently urban challenge** with major implications for Somali society and the development of the country. Preventing protracted displacement and identifying practical and lasting solutions requires concerted and collective efforts by the government, Somali stakeholders and their international partners. Due to its complex nature, **protracted internal displacement** is simultaneously a humanitarian, development and peace/state-building challenge which needs to be addressed in a holistic way and in order to achieve the Sustainable Development Goals (SDGs) and leaving no one behind.

### 3. The Durable Solutions Initiative (DSI) in Somalia

In recognition of the complex challenges of protracted and urban displacement in Somalia and to promote a shift in how displacement is addressed in the country, the Federal Government of Somalia (FGS) and the Deputy Special Representative of the Secretary General, Resident and Humanitarian Coordinator (DSRSG/RC/HC) **launched the Durable Solutions Initiative (DSI) in early 2016** to promote durable solutions in Somalia and support the implementation of the 8<sup>th</sup> National Development Plan (NDP 8). The DSI is based on the premise that durable solutions to displacement only can be attained through strong government leadership and by engaging all relevant actors in the process, including the public and private sector, humanitarian-development state-/peacebuilding actors and the displacement affected communities (DAC) themselves as well as their host-communities.

**The DSI supports a principled collective approach to durable solutions** by all relevant actors that seeks to establish the framework conditions at policy, normative, institutional and operational level for the development of implementation of long-term solutions for DAC including IDPs, refugees, returnees and their host communities.

In order to build and promote the conceptual framework on durable solutions and to foster its implementation, SDC has been supporting the Integrated Office of the DSRSG/RC/HC from the beginning. This support included the provision of the extensive **expertise of Professor Walter Kälin**, former Special Representative of the UN Secretary-General on the Human Rights of IDPs (2004-2010), and Special Advisor on IDPs to the DSRSG/RC/HC for Somalia since 2015. Switzerland funded six missions, which the Special Advisor on IDPs has undertaken to Somalia. His consultations with key stakeholders from the government, including the Deputy Prime Minister, line ministries, the Municipal authorities, as well as representatives of the UN, NGOs, World Bank (WB) and the donors' community, highly contributed to the elaboration of the DSI framework. Furthermore, the recommendations provided by the Special Advisor on IDPs are highly recognized by relevant stakeholders and have been crucial for creating a shared understanding on the way forward of the DSI. In addition, **SDC has supported the DSRSG/RC/HC with five durable solutions experts** from the Swiss Humanitarian Aid (SHA) expert pool who were deployed between 2016 until today and who formed the Durable Solutions Unit within the IO. These experts filled strategic positions in the IO and were instrumental in fostering the understanding of the DSI among all stakeholders and donors, including the DSI into the NDP, and developing joint programmes among UN agencies for the implementation of the durable solutions framework.

More concretely, SDC provided support for a first iteration of the DSI project (2016-2018) embedded in the IO. The support has included financing of strategic secondments which have provided technical expertise on durable solutions approaches within and beyond the UN, engaged in advocacy towards all relevant stakeholders (UN, NGOs, donors, government) and supported coordination and establishment of strategic partnership with the DS community. In addition, high level advisory support on internal displacement was ensured by financing the mandate of Professor Walter Kaelin. The second iteration of the DSI support (2018/2020) has seen an increase in the contribution from SDC which enabled a stronger presence of the secondments in Somalia, more financial flexibility to fund strategic research aimed at influencing policy and government coordination, and support a wider range of coordination platforms. It also allowed bringing on board additional advisory from an urbanization expert, in combination with other additional cost-sharing.

In 2018, the Durable Solutions Unit in the IO defined four strategic priorities in support to the overall DSI: 1) the development of an operational strategy to implement the NDP priorities; 2) the elaboration of an approach to devise area-level outcomes as a way to achieve impact results on Durable Solutions; 3) the broadening of multi-stakeholder partnerships while supporting the core UN coordination functions; 4) the creation of a more strategic role for the UN system on Durable Solutions. These objectives guide the work of the IO in supporting

the DSI more broadly until today. With progress achieved on the policy, normative, institutional and operational level in line with the recommendations provided by Prof. Walter Kaelin, **the comprehensive efforts taken towards durable solutions in Somalia have received increased attention from other countries challenged by internal displacement** as well as in the international discourse. SDC in the framework of the Swiss Regional Cooperation Strategy for the Horn of Africa (2018-2021) and using the experience from Somalia encouraged a similar process in neighbouring Ethiopia by seconding an expert to the RC/HC Office which led to the **launch of the Ethiopia Durable Solutions Initiative in December 2019**.

#### 4. Objectives and scope of the evaluation

After four years of Swiss support, SDC intends to evaluate the evaluation of the Durable Solutions Initiative (DSI) in Somalia launched early 2016 and the specific Swiss support to this initiative.

The following are the objectives of the external evaluation:

- (1) Assess the DSI **relevance**
- (2) Assess the DSI **coherence**
- (3) Assess the DSI **effectiveness**
- (4) Assess the DSI **efficiency**
- (5) Assess the DSI **sustainability**
- (6) Identify and document **lessons learned, best practices, gaps and recommendations**

#### 5. Guiding questions

The following non-exhaustive tasks/key questions should be addressed:

##### Relevance

- Has the DSI been relevant in creating a solid and shared understanding of the complexity of displacement in Somalia?
- Has the DSI been relevant in relation to the needs of the displacement affected communities (DAC), the policies and priorities of the Somali government at all levels (central and local), the priorities of the UN system and international community?
- To what extent and how has the DSI been successful in creating a “movement” of partners on durable solutions that would otherwise not have collaborated with one another? In that context, to what extent has it gained resonance with or generated support from the UN system, government at all levels and the wider Durable Solutions community and led to effective collaboration between them? To what extent has it been able to engage non-traditional Durable Solutions stakeholders like the private sector, diaspora, think tanks, local actors, etc.?

##### Coherence

- To what extent has the DSI made use of existing coordination platforms and mechanisms of the government and the international community (e.g. SDRF Pillars, humanitarian cluster system, UN, donors, NGOs) and strengthened their roles in a coordinated durable solutions approach among the respective stakeholders?
- To what extent do other processes, interventions and coordination platforms support (such as the national Durable Solutions Secretariat) support or weaken the DSI, and vice versa, and why? How could complementarity, harmonization and coordination with others be further strengthened, while adding value without duplication?
- What is the DSI’s compatibility with other interventions in relevant fields such as the resilience-building agenda, stabilisation, local governance, urban development, social protection, humanitarian response and centrality of protection, overall state-building efforts and to what extent have synergies been created?

## Effectiveness

- To what extent has the DSI been able to act as a catalyst to ensure adequate policy, institutional and operational attention to displacement in way that is long-term and durable solution-oriented, multi-stakeholder and multi-sectorial, and under government leadership? To what extent has it been able to influence the agendas of government, partners and donors ('whole-of-society' approach with government leadership)?
- To what extent has DSI supported DS practitioners in harmonization of durable solutions programming approaches, e.g. on community engagement/planning, engagement of authorities and area-based planning?
- To what extent has the DSI contributed to transforming the understanding and furthering of durable solutions at the normative, institutional and operational level in Somalia? What were the intended and unintended outcomes of the DSI? Which outcomes (intended and unintended) have been achieved (mid to long-term) and what influenced their achievement (or lack thereof)? Which factors were institutionally anchored and which were dependent on individuals?
- To what extent has the DSI contributed to more coordination and collaboration between UN agencies, funds and programmes, donors as well as NGOs within and with each other, and to a more coherent and collective approach to durable solutions at the governmental level?
- What specific components of the DSI and which enabling factors have been most influential? What were the key success factors and the most successful strategies employed?
- Did the DSI effectively contribute to the translation of internationally agreed-upon frameworks, such as the Comprehensive Refugee Response Framework (CRRF), into the Somali context?

## Efficiency

- Was the DSI catalytic in generating/attracting funding for Durable Solutions programming in Somalia?
- Were the DSI activities (coordination, advocacy work, technical inputs to strategies, policies, programming, research, etc.) cost-efficient? i.e. how have resources/inputs (funds, expertise, time, etc.) been converted to results?
- How has DSI served and responded to the requirements of different donors?
- What risks were identified during planning and implementation period and how did the DSI manage and/or mitigate these risks?

## Sustainability

- To what extent has local ownership of the DSI been established? To what extent has the DSI contributed to the inclusion of durable solutions into country policies, frameworks and plans at all levels? To what extent has the DSI been institutionalised in central and local structures? To what extent have government's own resources been allocated to support promoting durable solutions?
- To what extent have principles underlying durable solutions, such as a more long-term horizon, a collaborative nexus-approach, area-based approach, community-driven and participatory approaches and government leadership, been appropriated among UN agencies, funds and programmes, NGOs, donors and the government in their operational and strategic engagement relative to durable solutions?
- Which key positive changes are likely to be sustained for Somali stakeholders within the UN, the government and the wider Durable Solutions community, at the normative, institutional and operational levels?

### **Gender, diversity and conflict sensitivity**

- To what extent did the DSI take into account the socio-economic and political context? To what extent was the DSI conflict-sensitive? Did the DSI (or a specific DS programme like Midnimo) contribute to a more peaceful environment or aggravate to existing social, political and / or economic tensions?
- Has the DSI taken into consideration the clans' dynamics (i.e. interaction between DACs and host community) and promoted inclusion?
- Has the DSI promoted the do-no-harm principles and the Centrality of Protection?
- How has the DSI included and fostered across its engagements a gender-responsive approach? How has the DSI impacted on gender roles and gendered relations of power?

### **Lessons Learned and Recommendations**

- What lessons can be learned from the DSI thus far in regard to its relevance, coherence, effectiveness, impact, efficiency and sustainability, gender equity and conflict sensitivity and ways of bringing about positive change at the normative, institutional and operational levels?
- To what extent did the DSI foster a nexus approach between humanitarian assistance, development cooperation and peace-/state building?
- Did the Whole of Government Approach foster/ limit the project implementation and results? What are lessons in regards to potentials and limits, especially in regards to policy dialogue? Based on the DSI support in Somalia, what added value can Switzerland bring into the promotion of DSI at government, donor level?
- Looking at emerging initiatives and recognized need to address internal displacement with a sustainable DS approach in other contexts (like Ethiopia, Iraq, Sudan, Nigeria and others), how replicable is the DSI? What are the basic conditions/adjustments needed for context specific replication, and what are the limitations?
- Looking at the rapidly growing cities in Somalia (and elsewhere), to what extent is the DSI a useful tool to address the multiple challenges of urbanisation?

### **6. Suggested Methodology**

The evaluation will be conducted in close collaboration with relevant stakeholders (Swiss Cooperation Office in Nairobi, IO, relevant UN agencies, funds and programmes as well as national and international NGOs, the Durable Solutions Working Group, representatives from different level of government, civil society, beneficiaries, other donors, etc.).

Therefore, a **Technical Advisory Committee** (TAC) for the SDC evaluation has been established to provide technical guidance and ensure an impartial review of the evaluation process. This TAC will have a diversified representation including:

- representatives of donors (SDC)
- representatives of UN system (RCO)
- representatives of NGOs (ReDSS)

The TAC shall not exceed 6 members to ensure a relatively quick decision making process. The TAC shall play a role in the following stages of the evaluation: 1) identification of the consultant team 2) review inception report 3) briefing of consultant team 4) review draft final report 5) attend at debriefing workshop.

An inception report outlining the evaluation approach, based on the desk study and the list of relevant stakeholders, as well as a work plan for the mission should be elaborated before the in-country mission. SDC and the RCO will be supportive in the identification and arrangement of meetings with relevant stakeholders and in organising the field visits. At the beginning and the end of the in-country mission, a briefing/debriefing will be organised. It is to be defined if, at the end of the mission, a joint verification and outlook workshop with a broader group of stakeholders should be organised.

## 7. Deliverables

The following products are expected from the evaluation:

1. An evaluation approach paper and a work plan (inception report) to be developed in consultation with the Technical Advisory Committee (TAC) ahead of the in-country mission. Joint approval required. The inception report should describe key stages of the review process, provide timeline and establish clear roles and responsibilities in the review process.
2. An evaluation report (max. 20 pages, excl. the executive summary and annexes) with an analytical review and recommendation part. The report should take the guiding questions and respond to the evaluation guidelines.
3. To be agreed upon: a validation and outlook workshop co-organised by the TAC and the evaluation team.

## 8. Review Team

For the evaluation, a team comprised of an expert with international experience and a local expert is preferred.

The international expert is expected to have robust skills in evaluation methodologies and professional experience in conducting project and process evaluations, including in complex settings with a multitude of stakeholders and marked by volatility. Additionally, the international expert needs theoretical and practical knowledge of internal displacement and durable solutions. Familiarity with the UN system and proven experience in fragile, conflict-affected contexts and in Somalia specifically or the Horn of Africa region are an advantage. Strong analytical capacity combined with ability to synthesize/communicate findings and recommendations and report-writing skills are required.

## 9. Time Frame, Budget and Logistics

The maximum time frame for this evaluation by the consultant(s) is **20 working days**. The allocation of working days to inception, desk review, field visits, etc. will be agreed on the basis of the inception report and the decision of conducting a verification workshop.

The study is scheduled to take place from May until June along the following deliverables:

Timeframe (2020)	Deliverables
May 18- 22	Recruitment of consultants
June 25-28	Contractual processes
May 29-June 3	<ol style="list-style-type: none"><li>1. Prepare inception report with detailed work-plan with timeframe outlining the activities/steps to be undertaken during the consultancy; Prepare the outline of study in English;</li><li>2. Develop the evaluation methodology and tools for field work, including key informant interviews, focus group discussions, meetings and names of people to be interviewed.</li><li>3. Recruitment of local consultants.</li></ol>
June 4- 8	<ol style="list-style-type: none"><li>4. Conduct the desk review on the Somalia DSI.</li></ol>

June 9 - June 23	5. Carry out briefing session and first interviews in Nairobi (Kenya) and mission to Mogadishu (Somalia) - if the COVID 19-crisis allows it; field mission might be postponed at a later stage. Another alternative would be to interview interlocutors via phone and use local consultants in the field.
June 24-17	6. Elaboration and delivery of draft evaluation report in English to TAC for review and feedback.
June 29-July 3	7. TAC to provide feedbacks on the draft report
July 6-10	8. Consultant to deliver the final evaluation report to SDC Integrating all comments and feedbacks. 9. Workshop to share the result of the assessment (tbc) and discuss on how the assessment can be translated to concrete actions/next steps.

## 10. Award criteria

Of the valid offers submitted, the contract will be awarded to the most highly rated bid, according to the below criteria and weights. Offers will be assessed according to the following award criteria and weighting:

Award criteria	Weighting
Knowledge of internal displacement and durable solutions in humanitarian and development work	30%
Experience in developing and implementing qualitative research protocols, including research methods, sampling, data analysis, and experience with reviews and assessments, particularly in Somalia	30%
Cost of consultancy service offered	20%
Proven knowledge of the social and political context of the Somalia and the Horn of Africa.	20%

## 11. Application

Consultants invited to apply will provide a full application pack of 10 to 15 pages maximum, and send it to the following e-mail address: [nairobi@eda.admin.ch](mailto:nairobi@eda.admin.ch) and specifically headed “**SDC DSI Evaluation**”:

The technical proposal should include:

- Understanding of the Terms of Reference
- Technical approach developed and detailed methodology
- Composition of the team (if more than one person), division of responsibilities between its members, CVs submitted and availability of members
- Provisional timetable for the evaluation and an estimate of cost per person per day

- References from two similar previous assignments
- A sworn statement as to the absence of any conflict of interest

The financial proposal should include:

- Total budget including all taxes and incorporating a budget break-down (fees, living expenses, travel, etc.).