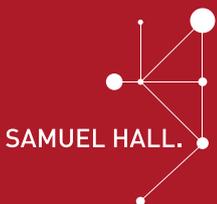


# A NEW DEAL FOR SOMALIA'S DISPLACED?

Exploring opportunities of engagement for durable solutions with the somalia new deal compact





# **A NEW DEAL FOR SOMALIA'S DISPLACED?**

Exploring Opportunities of  
Engagement for Durable Solutions  
with the Somalia New Deal Compact



Findings of this study were presented at a side-event to the HLPF meeting in Copenhagen on the Somalia New Deal. The event was organised by the Danish Refugee Council and the Solutions Alliance

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Samuel Hall Consulting (2014), 'A New Deal for Somalia's Displaced? Exploring Opportunities of Engagement for Durable Solutions with the Somalia New Deal Compact, commissioned by the Danish Refugee Council

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# ACRONYMS

|                |  |
|----------------|--|
| <b>ACU</b>     | Aid Coordination Unit                                      |
| <b>AfDB</b>    | African Development Bank                                   |
| <b>AMISOM</b>  | African Mission in Somalia                                 |
| <b>BRiCiS</b>  | Building Resilience in Communities in Somalia              |
| <b>CSO</b>     | Civil Society Organisation                                 |
| <b>CSPPS</b>   | Civil Society Platform for Peacebuilding and Statebuilding |
| <b>DRC</b>     | Danish Refugee Council                                     |
| <b>ERP</b>     | Economic Recovery Plan                                     |
| <b>FAO</b>     | Food and Agriculture Organisation                          |
| <b>FGS</b>     | Federal Government of Somalia                              |
| <b>GISR</b>    | Global Initiative on Somali Refugees                       |
| <b>HLPF</b>    | High Level Partner Forum                                   |
| <b>IDPs</b>    | Internally Displaced People                                |
| <b>ILO</b>     | International Labour Organisation                          |
| <b>INGOs</b>   | International Non-Governmental Organisations               |
| <b>IOM</b>     | International Organisation for Migration                   |
| <b>IRC</b>     | International Rescue Committee                             |
| <b>MDGs</b>    | Millennium Development Goals                               |
| <b>MPTF</b>    | Multi Party Trust Fund                                     |
| <b>NRC</b>     | Norwegian Refugee Council                                  |
| <b>PSGs</b>    | Peacebuilding and Statebuilding Goals                      |
| <b>ReDSS</b>   | Regional Durable Solutions Secretariat                     |
| <b>SC</b>      | Steering Committee   |
| <b>SDRF</b>    | Somalia Development and Reconstruction Facility            |
| <b>SSF</b>     | Special Financing Facility                                 |
| <b>ToRs</b>    | Terms of Reference   |
| <b>UNHCR</b>   | United Nations High Commissioner for Refugees              |
| <b>WaSH</b>    | Water, Sanitation and Hygiene                              |
| <b>WB</b>      | World Bank   |
| <b>WB-MDTF</b> | World Bank Multi Donor Trust Fund                          |
| <b>WFP</b>     | World Food Programme                                       |
| <b>WG</b>      | Working Group  |
| <b>WVI</b>     | World Vision International                                 |

# FOREWORD

It is the objective of this report to support the Danish Refugee Council (DRC) and its partners, primarily in the Regional Durable Solutions Secretariat (ReDSS)<sup>1</sup> take stock of potential opportunities for promoting durable solutions for displaced people in the Somalia New Deal Compact by firstly identifying displacement in Somalia's development discourse and secondly, assessing stakeholder engagement in the Compact. This presents a unique opportunity to emphasise the importance of displacement in development and stability frameworks. This report will feed policy discussions

by presenting a stocktaking exercise of the New Deal Process as it stands today, with concerns to opportunities for promotion of durable solutions, and potential challenges and recommendations for an effective mainstreaming of migration and displacement issues in the Somali Compact. The study will clarify what the Compact says about displaced communities in Somalia, how it will be implemented in this regard, and how INGOs can engage constructively with the New Deal Process in order to ensure that durable solutions for the 3 million displaced in and out of Somalia is turned into a policy and operational priority.

The study was conducted through a thorough desk review of New Deal related documents and literature on displacement, development and New Deal frameworks in Somalia and in other pilot countries of the New Deal. Interviews with key government and donor representatives were conducted both in Mogadishu and Nairobi.

A follow-up to this study has been commissioned by UNHCR Somalia to build a clear roadmap for setting the agenda of displacement within the New Deal's development discourse and move forward after the Copenhagen HLPF conference to be held on the 19th-20th of November 2014.

<sup>1</sup> ReDSS is a coordination and information hub with the aim of maintaining a focused momentum around the Tripartite Agreement and NGO engagement with durable solutions for displaced and displacement affected communities in the Horn of Africa. ReDSS is managed through a steering committee comprised of DRC and IRC and an Advisory Group including ACTED, CARE, IRC, Mercy Corps, NRC, RCK, INTERSOS, World Vision and is a member of the Solutions Alliance. The secretariat is hosted by the Danish Refugee Council (DRC) Regional Office for the Horn of Africa and Yemen, in Nairobi. It officially commenced its work in March 2014.

# INTRODUCTION

## **Why is this report relevant?**

*According to recent UNHCR numbers, approximately 20% of Somalia's population are displaced inside and outside Somalia and are categorised as a population of concern. 80% of the total IDPs are in South Central Somalia<sup>2</sup>. Many of them have been displaced for over a decade. A large number of Somali refugees and IDPs are still dependent on humanitarian aid. To build a stable Somalia, the priority is now to make the displaced resilient to external and internal shocks that they have no control over. This should not be done at the cost of other Somalis who did not move from their places, but in line with them.*

## **What this report says.**

*Any long-term development plan must be all-inclusive, fully taking into account, a country's most vulnerable population. Such a plan should reflect the complexity of addressing levels of vulnerabilities with tailor-made approaches, rather than a one-solution-fits-all approach. In a country like Somalia where severe inequalities exist, and the international community's access is reliant on powerful elites leaving the poor unrepresented, a development plan must work to mitigate this access bias.*

A recent report by Samuel Hall Consulting on durable solutions for IDPs in Somalia highlighted the need to build the resilience of displaced communities, both in the displacement situation and in seeking a durable solution<sup>3</sup>. In order to do this, it brought to the table the central question of building a bridge between humanitarian and development assistance:

## **How can the resilience of displaced communities be built in a way that they achieve sustainable durable solutions?**

This report contextualises displacement in the framework of the Somalia New Deal process and Compact and presents a way forward for displacement to be conceptualised as a development issue and mainstreamed into peace and state building goals without compromising or interfering with humanitarian principles.

## **BUT HOW?**

The Somali Compact, a component of the New Deal framework, will shape international engagement in South Central Somalia over the next three years (2014-2016). The New Deal has identified 5 priority areas for resources to be mobilized for Somalia's reconstruction:

- Inclusive politics;
- Security;
- Justice;
- Economic foundations; and
- Revenues and services.

These are broad peace building and state building goals (PSGs) defined and endorsed by the Federal Government of Somalia (FGS) and the international community, under which development aid in Somalia will increasingly be channelled. For the New Deal to succeed, it will need an all-inclusive approach. How can development actors consider displacement from a development lens? What implication does this have for migration sector actors?

UN agencies, NGOs and CSOs are assessing the changing aid environment in Somalia in light of the New Deal. The Copenhagen HLPF is considered by many as a stocktaking exercise of the last year of the New Deal in Somalia. This presents an opportunity to explore durable solutions within the development discourse: when almost a quarter of the population is displaced and displacement is a recurring issue leading to acute and protracted needs, it is no longer a humanitarian imperative alone; it becomes an imperative of national reconstruction and stability.

<sup>2</sup> Figures are taken from the preliminary report of the PESS Survey

<sup>3</sup> Samuel Hall Consulting (2014), 'Towards Durable Solutions in Somalia – Achievements and challenges in supporting voluntary returns of IDPs' an impact study commissioned by UNHCR and the Somalia Return Consortium, and funded by UNHCR.

## WHY THIS STUDY? PLACING DISPLACEMENT ON THE DEVELOPMENT AGENDA

The objective at stake is to ensure that durable solutions for the 3 million displaced in and out of Somalia is turned into a policy and operational priority. To understand how NGOs can best engage with the New Deal on tackling the displacement crisis, this study comes at an opportune time and aims to help fill this gap.

Major developments in Somalia in 2011-2012, including the expulsion of Al-Shabaab from most urban areas it controlled and the selection of a post-transition government led by President Hassan Sheikh Mohamud, raised hopes that significant progress could be made in state-building and peace-building. In December of that same year, the process of the New Deal Compact was initiated. The justification behind it was to put Somalia on the road to recovery through peace building and state building mechanisms and processes and for the government to be in the driver's seat. The appointment of the Independent Advisory Panel to the Financial Governance Committee was a move to greater transparency and better public financial management, particularly in the area of public sector contracts within Somalia.

Over the past year, the government and international community alike have been working to define priorities and channel funding through the consolidated architecture of the New Deal framework. At the same time, Somalia is facing another drought, potentially threatening the lives and wellbeing of many Somali families

including children and leading to further displacements<sup>4</sup>.

As this analysis will show, whether Somalia is a conflict or a post conflict context, an emergency or development context, is not black and white. Numerous research papers published over the last three years consistently talk about serious security concerns, humanitarian crises, and the lack of strong governance in the presence of militias, clan and power networks. Moreover, hopes of a new, peaceful and stable Somalia have not yet materialized.<sup>5</sup> A number of Somalia's displaced have been living in protracted displacement for decades. Amidst all of this, displacement continues to take place, most recently induced by the August 2014 AMISOM offensive Operation Indian Ocean, as does the local aid economy at the expense of displaced groups. In order to be able to determine a strategic course of action to conceptualise and operationalize displacement as a development issue, so that these groups do not get left behind, three points of context need to be taken into account:

- The role of the state in Somalia,
- Displaced groups, and
- The New Deal itself

This study was commissioned by DRC in light of two contextual references pertaining to Somalia and the New Deal architecture.

**Conceptual.** On a conceptual level, the Compact envisions development goals in Somalia. In this context, the questions

*“How are the Somali displaced accounted for in development goals?”* and *“Have durable solutions been included as a development objective in the New Deal?”* require a more nuanced answer that takes into consideration the fine line between humanitarian and development assistance.

**Operational.** In its phase of being implemented, centralised information dissemination channels for the New Deal have not yet been established and as such NGOs and other actors operating in Somalia have found it difficult to engage with the New Deal due to its confusing nature. This has threatened missed opportunities in ensuring that development programmes extend to the needs of displaced communities.

## STRUCTURE OF THE REPORT

The report provides a context analysis covering three core areas:

**Section 1: Addressing Displacement through Development in Somalia – How and why should displacement be construed as a development concept?**

**Section 2: Displacement and the New Deal – How can the New Deal benefit from an added analysis of the displaced in Somalia?**

**Section 3: Engaging with the New Deal: Setting the displacement agenda**

<sup>4</sup> SFRSG Statement, to the UN General Assembly, Nov 2014

<sup>5</sup> Ken Menkhaus, Conflict Analysis for UNSOM

# A NOTE ON THE NEW DEAL FRAMEWORK

## THE NEW DEAL AS A DEVELOPMENT FRAMEWORK IN FRAGILE CONTEXTS

The New Deal, which is an overarching framework, came into being due to the recognition that according to estimates, over 1.5 billion people live in states affected by conflict and fragility. Building on the 2005 Paris Declaration on Aid Effectiveness, the 2007 Principles for Good International Engagement in Fragile States and Situations, the 2010 Dili Declaration, and the 2011 Monrovia Roadmap, this New Deal and its principles affirmed agreement on a set of five peace building and state building goals, on the basis of a new international consensus that progress on the MDGs in fragile states is impossible without first achieving peace and security<sup>6</sup>. Afghanistan, Central African Republic, Democratic Republic of the Congo, Liberia, Sierra Leone and South Sudan were selected as pilot countries. It has made donors at the global level pay greater attention to the importance of predictability and timeliness of assistance, use of country systems, better understanding risk, and improving alignment with national priorities.<sup>7</sup> The optimism of the New Deal's endorsement was accompanied by the highlighting of a series of conditions to its success by civil society actors and advocacy

<sup>6</sup> Larry Attree, A new deal for aid in fragile and conflict affected states?, Saferworld, Nov 2011

<sup>7</sup> Brookings Institute, Implementing the New Deal for Fragile States, July 2014

groups. Some of these conditions were:

### **Subject to interpretation of broad**

**PSGs:** The New Deal is a compromise between stakeholders whose agendas differ; so how its generalist passages are interpreted in practice really define the process and outcomes

### **Setting of the right targets and**

**indicators:** While the PSGs are a good broad framework, it is important that the right indicators and targets are developed to monitor the progress of states

### **Not only government capacity but also behaviour oriented:**

If the New Deal is to support peace rather than simply legitimise the use of aid for 'train and equip' style programmes, these indicators must not focus only on the capacity of state institutions, but on how they behave

### **Results for people focus:**

The PSGs should focus on the results that matter to people living in conflict-affected countries: less exposure to violence, greater confidence in their safety, access to justice, services and livelihoods and political freedom and inclusion

### **Accountability:**

Accountability for the New Deal must come from bottom-up advocacy and an engaged citizenry requesting accountability, in addition to a supportive international process strengthening capacities of

governmental institutions to adhere to accountability standards

Big obstacles were also identified in implementing the New Deal framework in Somalia, most of which have been found true in the pilot countries. Firstly there is the significant donor concern over the risks of corruption and financial mismanagement. Secondly, civil society has also argued that giving aid through country systems in fragile states risks in some cases reinforcing conflict dynamics – as states may be party to a conflict, have questionable legitimacy, or a poor record on human rights<sup>8</sup>. The New Deal's answer to some of these challenges has been to encourage joint assessments of the risks of working in fragile situations, and joint mechanisms to manage these risks. Whether these assessments are in fact thoroughly conducted remains a country-by-country reality. After 3 years of its endorsement, a report by the Brookings Institute summarised its assessment of the New Deal in this way:

*Despite the modest progress that has been made and the enthusiasm of New Deal focal points among donors, civil society, and G7+ pilot countries, implementation of the New Deal to date is characterized by unmet conditions, unrealistic expectations about timeframes, and a lack of sustained dialogue about the causes of conflict and fragility.*

<sup>8</sup> Larry Attree, A new deal for aid in fragile and conflict affected states?, Saferworld, Nov 2011

# DISPLACEMENT AS DEVELOPMENT IN SOMALIA

*Displacement, Resilience and Durable Solutions: Why is there a need for considering displacement in the New Deal?*

*Displacement and the New Deal: Why has it been so challenging to mainstream displacement within the New Deal until now?*

| Residing in Somalia                 |                  |
|-------------------------------------|------------------|
| Refugees                            | 2,425            |
| Asylum Seekers                      | 9,876            |
| Returned Refugees                   | 36,100           |
| Internally Displaced Persons (IDPS) | 1,133,000        |
| Returned IDPs                       | 104,706          |
| Stateless Persons                   | 0                |
| Various                             | 69               |
| <b>Total Population of Concern</b>  | <b>1,286,176</b> |
| Originating from Somalia            |                  |
| Refugees                            | 1,121,738        |
| Asylum Seekers                      | 35,472           |
| Returned Refugees                   | 36,100           |
| Internally Displaced Persons (IDPS) | 1,133,000        |
| Returned IDPs                       | 104,706          |
| Various                             | 1,055            |
| <b>Total Population of Concern</b>  | <b>2,432,071</b> |

## DISPLACEMENT IN SOMALIA: A CONTINUING CONCERN

According to UNHCR Somalia, approximately 1.2 million people living in Somalia and 1.1 million Somalis residing outside of Somalia are a ‘population of concern’ due to their displaced status. For a country with a total population estimated at 12.5 million people<sup>10</sup>, this accounts for almost 20% of the population displaced and thus in need of assistance. In South Central alone, displaced populations account for 80% of Somalia’s total number of IDPs<sup>11</sup>.

IDPs living in Mogadishu live in IDP settlements guarded by gatekeepers who control access within the settlement and determine what goods and services flow in and out of it. They determine livelihood availability for the IDP families residing within their settlements as well as their access to basic services. Their own livelihoods depend on the control of these IDP settlements and the aid that is given to these camps. Economisation of aid is the term that is often used to describe a scenario whereby aid is resold or diverted to benefit a few at the expense of many who desperately need it.

Across the border, Somali refugees, for example those living as urban refugees in Kenya’s cities or in Dadaab and Kakuma camps have suffered deteriorating conditions within Kenya. Constantly under threat of deportation to Somalia, many of these families are under threat of being sent to a country they left decades ago. UNHCR and the governments of Kenya and Somalia signed a tripartite agreement last year through which they agreed on the voluntary and informed return of Somali refugees from Kenya to Somalia.

Despite refuge in neighbouring countries, the grievances and challenges faced by the Somali displaced are many, particularly livelihood capacities and self-reliance that have not had a fertile ground to develop with some of the encampment policies followed by host countries. This is a regional/cross border issue, highly politicized and dynamic, which demands a multi-sectorial response that goes beyond the existing humanitarian agenda. How to build resilience for these communities to sustain and survive further shocks?

<sup>9</sup> UNHCR Somalia

<sup>10</sup> UNFPA Executive Summary of the Population Estimation Survey

<sup>11</sup> Ibid

# WHERE IS DISPLACEMENT WITHIN SOMALIA'S NEW DEAL?

At present, the Somalia compact<sup>12</sup> makes mention of displaced communities under the following statement:

*The Compact also recognizes the need to address the development needs of the Somali population who are displaced inside the country, or returning from surrounding countries.*

In addition, displaced groups have also been recognised in the communiqués of various conferences held on Somalia's New Deal in the past two years:

## **Brussels Conference**

**Communiqué<sup>13</sup>:** *We emphasised the importance of a comprehensive solution based on the principle of voluntary return that would help millions of displaced people and refugees return home to a secure environment with adequate livelihood opportunities. We welcomed the Government's new strategy on stabilisation in newly-accessible areas, where the linking of relief to recovery and development will be*

*vital in addressing the needs of the population.*

*Engagement with the Somali people will remain an essential part of the process. We therefore recognized the importance of continued consultations across the country to seek the views of civil society, academics, women, youth, vulnerable groups such as refugees and IDPs, private sector and local administrations and refine the Compact, building on the interim Fragility Assessment.*

## **London Conference**

**Communiqué<sup>14</sup>:** *We recognized the importance of scaling up efforts to create the conditions for the voluntary return and reintegration of Internally Displaced Persons (IDPs) and refugees, in accordance with international law. We praised neighbouring countries for providing protection and assistance for refugees, and agreed to continue supporting them in shouldering this burden. We recognized that the return of refugees and IDPs should take place within a context of increased security conditions and livelihoods opportunities. We*

*endorsed the tripartite dialogue initiated by the Somali and Kenyan governments alongside UNHCR to develop modalities and a framework for safe, orderly, sustainable return and resettlement of Somali refugees on a voluntary basis, and looked forward to the forthcoming conference in Nairobi.*

The reality however of how displaced communities, or durable solutions for them, have been mainstreamed within the compact is starkly different. At present, there exists an ambiguity of perception and openness to including displaced communities within PSGs. Minutes accessible to the researcher, mainly for PSGs 4 and 5 did not mention displaced groups in a concerted manner. This ambiguity was found to be more tenuous in interviews with the international community than with government officials.

It is in the context of these questions, that this report will further discuss the mainstreaming of displaced groups within the New Deal.

<sup>12</sup> This report uses 'New Deal' when talking of the political process and 'Somalia Compact' when referring to the specific aid architecture

<sup>13</sup> A New Deal for Somalia, Brussels Conference, Communiqué

<sup>14</sup> Press release, Somalia Conference 2013, London, Communiqué

## WHY HAS THE DISPLACEMENT AGENDA FOUND LIMITED PLACE IN THE NEW DEAL?

Issues of displacement are highlighted in every context analysis done on Somalia. Why is it then, that it has so far had limited consideration within the Compact or the New Deal process? Since its endorsement, a comprehensive and consolidated effort towards ‘setting the agenda’ of mainstreaming displacement in the New Deal has been slow to gain momentum in part as it has been difficult to engage with the structures and processes that formed the Somali Compact, thus disabling effective advocacy on behalf of the displaced.

Another important reason for the limited engagement of durable solutions and advocacy for displaced groups, highlighted by donors and the government who are working within the New Deal is the continuing lack of clarity on *who is a displaced person in Somalia?* Specifically, the following points were highlighted:

**Who is a displaced person?** The complexity of displacement patterns in Somalia blurs the boundary between forced and voluntary migration, making the displaced ‘label’ difficult to ascribe. Identifying the displaced is also made difficult by lack of documentation—an issue that also hinders IDPs and other populations in accessing government services and employment as well as being able to claim their rights. The accumulated knowledge and data from various sources may allow for a split between the displaced and others in Somalia – but the information is not comprehensively and readily available. Information is key to empowering decision makers to tailor their strategies.

**Profiling Mechanisms:** Further impeding efforts to understand and respond to displacement in Somalia is the lack of an adequate system for counting and profiling displaced populations as IDPs and returnees. This means that both humanitarian and development actors, at local and international levels, struggle to effectively develop programs and target assistance to populations in need<sup>15</sup>.

### How are needs of the displaced varied from the non-displaced?

There is a lack of hard quantitative and evidence-based information on how the needs of the displaced are varied from the non-displaced and what are specific displacement related vulnerabilities faced by the Somalia’s displaced. Clear evidence is lacking on tracing the impact of lack of documents on access to jobs, property and justice mechanism, for example.

### Operationalizing durable

**solutions:** The Inter-Agency Standing Committee (IASC) Framework on Durable Solutions for Internally Displaced Persons clarifies the process of pursuing durable solutions from a human rights-based perspective, and identifies criteria that may help determine when durable solutions have been achieved. However, challenges arise in the context of efforts to operationalize these frameworks. NGOs have been grappling with the questions like a) what are the benchmarks of measuring realistic durable solutions? and b) How do you make it operational and how might its operationalization be supported?

Operationally speaking, a lack of clear identification of displaced

groups and information on specific displacement-induced vulnerabilities poses programmatic challenges on the ground and can potentially lead to further conflict creation between host communities and displaced communities.

Acknowledging integration of displaced populations as a development process at present has been missed. Those who oppose including displacement do so in part because the image of people “running for their lives” does not go well with the reconstruction discourse. What is however missing in this discourse is an understanding and acknowledgement of a) reasons for why displacement occurs and its link to a fragile state and governance institutions and b) the impact of large-scale movements on those that have stayed behind as well as on host communities, bearing in mind intra- and intercommunity tensions that can put in jeopardy development activities. Moreover, displaced people who have been living in camps and settlements in protracted situations and surviving on humanitarian aid, in a state of limbo, require durable solutions to resume normal, self-sufficient lives. Clarity on the above will help define some of the ambiguity that exists between the humanitarian-development grey zones. It will also help resilience programs better acknowledge and integrate the needs of displaced people.

As the New Deal architecture has taken a year to set up basic governance mechanisms and set some of the political and overarching processes in motion; this has given displacement actors a chance to identify opportunity areas where they can engage most constructively with the process.

<sup>15</sup> The JIPS mission conducted a scoping exercise for an IDP profiling mission to Somalia in September this year. They have set a tentative 7-month agenda for conducting a profiling exercise if sufficient funds are raised for the project.

## WHAT MAKES DISPLACEMENT A DEVELOPMENT TOPIC? WHY SHOULD IT BE IN THE NEW DEAL?

Notwithstanding the political and security dimensions, the perception that displacement challenges can only be addressed by humanitarian means is ill-conceived which has either impeded or delayed in achieving sustainable solutions and to break from the cycle of dependence on humanitarian assistance. Three key arguments are made in this section on why durable solutions for displaced be considered in a development framework:

- The link between durable solutions and development
- The case for IDPs and refugees as development actors
- The Somali government's legal obligation towards its displaced population

## THE LINK BETWEEN DURABLE SOLUTIONS AND DEVELOPMENT

Achieving durable solutions is essential to protecting the human rights of those forced from their homes, and has major implications for stability and the achievement of development goals. Meeting this challenge requires leadership from national and international development, humanitarian and peace building actors. These actors make important contributions to supporting the resolution of displacement through voluntary return, local integration and the resettlement of IDPs within their countries. They can also play catalytic roles in strengthening national and international efforts to enable durable solutions for IDPs. Initiatives such as the negotiation of the post-2015 development agenda, the implementation of the New Deal in other fragile states,

and the piloting of the Secretary-General's Policy Committee Decision on Durable Solutions represent important opportunities to advance durable solutions for IDPs, and in turn promote long-term stability and development<sup>16</sup>.

Partners are creating bridges to bring displacement on to the development agenda. But they are facing barriers to entry: displacement is not prioritised in current funding schemes under the New Deal. Yet, displacement is a development issue in the following ways:

### **Impact of humanitarian assistance without development follow-up leads to only a short-term alleviation of impoverishment:**

Promoting durable solutions for the displaced are a critical challenge. A recent study by Samuel Hall assessing the IDP Voluntary Returns Programme being implemented by the Somalia Return Consortium highlighted that humanitarian, short term assistance like returns implemented without a concerted development plan to build the resilience of communities that had returned often led to secondary movements or relapse into impoverishment<sup>17</sup>. Through data collected as part of the M&E framework of the programme, the quantitative analysis showed how households that had returned with the help of the consortium members were unable to sustain themselves beyond the 'standard minimum package' period of 3-6 months. The study found that at least 1-2 members of a household had moved away from the area of return after this period finished in search of livelihood. Dependence on food aid also saw a marked increase after the SMP

period, as did the perceived threat of insecurity. What these findings point to is a continuing situation of protracted displaced groups who are unable to break out of chronic poverty if interventions like returns and local integration are not given consolidated support by more overarching development interventions.

### **Change in local dynamics and regional stability due to displacement:**

A further case can be made of how the presence of displaced households or returning refugee population can alter local dynamics of the area. As Roger Zetter in his report for the Solutions Alliance highlights: "the developmental 'burden' that refugees and IDPs place on their hosts - imposing additional socio-economic costs and impacts on already hard-pressed public and social welfare budgets, arresting economic growth, distorting markets, producing environmental degradation and causing political and security strains on often fragile governance and civil society structures<sup>18</sup>" often remain undocumented and unrecognised by development actors. The World Bank note<sup>19</sup> on forced displacement highlights that displacement triggered by violence and conflict is not only a humanitarian crisis, but is likely to affect political stability if left unattended or inappropriately or poorly governed, or unresolved politically through peace-building. Particularly in fragile and conflict affected countries the presence of displaced persons can add a serious strain on very weak national and local institutions, as well as potentially causing or exacerbating strained relations between the displaced and the host community.

<sup>16</sup> rockings LSE; Supporting Durable Solutions to Internal Displacement: The Role of donors; Project on Internal Displacement

<sup>17</sup> Samuel Hall Consulting (2014), 'Towards Durable Solutions in Somalia - Achievements and challenges in supporting voluntary returns of IDPs' an impact study commissioned by UNHCR and the Somalia Return Consortium, and funded by UNHCR.

<sup>18</sup> Roger Zetter, Reframing Displacement Crises as Development Opportunities, Working paper and analytical background, Prepared for the Roundtable on Solutions, Copenhagen, 2-3 April 2014

<sup>19</sup> World Bank note on forced displacement drafted by the Conflict, Crime and Violence Team in the Social Development Department in discussions with the Representative of the UN General Secretary on IDPs, UNHCR, and UNDP

In both fragile and conflict affected countries, and in countries with robust institutional and governance frameworks, displacement can also become the setting for human rights violations and a breeding ground for serious grievances leading to conflict, general violence, crime and instability and further displacement.

### **Displaced youth and access to employment and labour markets:**

Displacement is a demographic and economic challenge in a country where 70% of the population is less than 30 years of age and youth unemployment is estimated at 67%<sup>20</sup>, one of the highest in the world. A Market Assessment conducted by Samuel Hall for the ILO confirmed some of the key structural weaknesses of the labour market that prevents youths – and IDPs – from accessing employment<sup>21</sup>. The nexus between youth, unemployment and displacement is underlined by the two-fold vulnerabilities of difficulty of access and lack of overall employment opportunities in Somalia. Displaced youth then are a vulnerable group that could potentially be actors in disseminating skill sets and mobilising an economy rather than succumbing to unemployment or even recruitment by armed opposition groups.

**Displacement is an urban development issue:** Somalia's main cities are a pull factor to those who have been forced to leave their homes, or who are unable to return to their homes. Supporting urban governance, urban management and service delivery in Somali towns is inherently a story of displacement: from South-Central Somalia to Puntland and Somaliland, IDP

settlements and urban returnees are the norm. Skills, traditions, and ways of life may not be adapted to the new settings. UNHABITAT's Somalia Urban Development Programme is a testament to the challenges and cost of working in IDP settlements<sup>22</sup>.

All 5 cases made above clearly attest to the link between durable solutions for the displaced and development. It is important for stakeholders to assess the impact of ignoring durable solutions for such a large displaced population on present development activities that are in the pipeline under the Compact.

### **DISPLACED AS ACTORS IN DEVELOPMENT**

New research as well as empirical evidence from other countries are also increasingly pointing to ways in which displaced groups, due to their movement and dynamic can often be a positive force in a development context and inject new energy where they move. Moreover, the networks that some displaced families are able to establish due to their movement, may open channels of funding and support otherwise difficult to find in stationary population groups. For example, a study by the Refugee Studies Centre at Oxford university found that, 'enabling the scope and scale of Somali refugees' global networks is the influx of remittances many (in Uganda) receive from Somali diaspora communities. Often these remittances are used as the initial capital to embark on new business'<sup>23</sup>.

This 'burden versus benefit' debate<sup>24</sup> requires a more nuanced and in-depth analysis on refugee economies in Somalia like the study done for

Uganda.<sup>25</sup> Looking beyond known vulnerabilities, stakeholders need to look at displacement economic dynamics from a closer and more holistic lens than just that of vulnerability and alternate livelihoods. This lens would need to look at displaced not just as consumers but also as producers and facilitators of remittance channels and network. Roger Zetter reinforces this view when he says, 'by placing them at the core of developmental as well as humanitarian praxis, the benefits and advantages of the displaced as economic actors engaged in sustainable and self-reliant development are widely documented'<sup>26</sup>

The displaced can often be suppliers, customers, distributors and employees especially in the case of protracted refugees.

The purpose of the argument of the displaced as actors rather than as victims is not to contradict the point made above about suffering from specific displacement related vulnerabilities. It is to question the assumption that the displaced are a 'homogeneous' group of people and to reaffirm the importance of a more holistic, informed and comprehensive approach towards facilitating durable solutions for them. This implies that there is all the more reason for durable solutions to be a part of the development discourse so that these multiple dynamics – both negative and positive can be incorporated into Somalia's peacebuilding and statebuilding effort.

### **LEGAL OBLIGATIONS TOWARDS DISPLACED GROUPS**

Apart from there being an obvious link between displaced groups and

20 UNDP (2012) Somali Human Development – Empowering Youth for Peace and Development, p.xix

21 Samuel Hall Consulting (2014), Market Opportunity Mapping in Somalia, A value-chain analysis and rapid market assessment in Baidoa and Beletweyne Provinces, commissioned by the International Labour Organisation, Somalia

22 UNHABITAT, #Evaluation#of#Somalia#Urban#Development#Programme#(SUDP),#Final#Evaluation#Report,#April#2008.##

23 RSC#Study#

24 Ibid#

25 Ibid#

26 Roger#Zetter#

the need for development activities in the form of durable solutions, there is also a legal responsibility of the government towards its displaced citizens. As articulated in principle 28 of the Guiding Principles on Internal Displacement, IDPs have a right to a durable solution and often need assistance in their efforts. Guiding Principles 28-30 set out the rights of IDPs to durable solutions, the responsibilities of national authorities, and the role of humanitarian and development actors to assist durable solutions<sup>27</sup>. Moreover, the framework states the primary responsibility to provide durable solutions for IDPs and ensure their protection and assistance needs to be assumed by the national authorities.”<sup>28</sup>

Other legal injunctions include:

**Right to Return – Principles of dignity and voluntariness and Right to live in one’s own country:**

International human rights law establishes the right to return to one’s own country, providing the basis for voluntary repatriation. Returns to areas where people are at risk of serious human rights abuses can only be justified on the basis that they are truly voluntary. Furthermore, voluntary returns cannot be promoted until there is an objective change in the

circumstances in the country of origin, where it is unlikely that the returnee would be subjected to human rights violations upon return. This highlights the government’s responsibility to create conducive environments for people to return to their country without any threats.

**Responsibility towards IDPs:**

Protections under international law for IDPs are elaborated in the UN Guiding Principles on Internal Displacement and the African Union Convention for the Protection and Assistance of Internally Displaced Persons (Kampala Convention).

Somalia has a responsibility under the Kampala Convention to ensure IDPs are “protected against forcible return to or resettlement in any place where their life, safety, liberty and/or health would be at risk.” This is the first instrument which sets out legally binding protections for people displaced within their own countries, and has been signed and ratified by Somalia, although its ratification has not yet been deposited with the African Union. Somalia is obliged “to establish conditions, as well as provide the means, which allow internally displaced persons to return voluntarily, in safety and with dignity, to their homes or places of habitual residence, or to resettle voluntarily in another part of the country.”

**Non-Refoulement:** States have a responsibility under international law to protect people who have a well-founded fear of persecution. They are prohibited from forcibly returning people to a place where there is a risk that their life or freedom would be threatened, including to areas of active armed conflict. This is known as the principle of non-refoulement and is considered part of customary international law –, it applies to all states regardless of whether they have signed relevant treaties and is an essential component of international refugee protection<sup>29</sup>.

The Report of the Special Rapporteur on the human rights of internally displaced persons, presented to the UN General Assembly in September 2014 highlighted the critical role of the government in providing assistance for IDPs. It stated that support had been provided to the Government of Somalia on policy issues concerning IDPs and the production of a revised draft of a national policy framework. Capacity-building activities were conducted with members of the Government. Benchmarks on security and land tenure were developed to support efforts to promote durable solutions for displaced persons, and “red lines” were identified in relation to proposed relocation processes, which must respect international standards.

<sup>27</sup> IASC#Framework#of#Durable#Solutions

<sup>28</sup> Ibid#

<sup>29</sup> Amnesty#International,#No#place#like#home#:#Returns#and#Relocations#of#Somalia’s#displaced,#2014#

Linking the concept of durable solutions to the Somalia New Deal will be useful in giving traction to efforts to resolve displacement and to connect durable solutions to long-term planning for Somalia's development. While the New Deal does not explicitly address displacement, it does recognize that "constructive state-society relations, and the empowerment of women, youth and marginalized groups, as key actors for peace, are at the heart of successful peace building and state building." IDPs and returnees should be acknowledged as an essential stakeholder group in the implementation of the New Deal, particularly as the PSGs at the core of the New Deal are directly relevant to durable solutions.

### **SETTING THE AGENDA: DISPLACEMENT AS AN OPPORTUNITY FOR THE NEW DEAL IN SOMALIA**

According to the IASC framework on durable solutions:

*Securing a truly durable solution is often a long-term process of gradually diminishing displacement-specific needs, while ensuring that*

*IDPs enjoy their rights without discrimination related to their displacement. A solution may become durable only years, or even decades, after the physical movement to the place of origin or place of settlement has taken place, or the decision to locally integrate has been made.*

Displacement can cause a loss of security, property, housing, education, health and livelihoods as well as access to justice mechanisms. Most of the above are rights that are provided to citizens by their governments. Most of these also, will not get sufficiently and sustainably addressed only through humanitarian assistance. For a quarter of the population then, can the international community and the government afford to leave them in a grey zone without a clear plan to address their vulnerabilities?

The IASC framework clearly states the issue of durable solutions as a development challenge:

*Achieving durable solutions entails addressing key development challenges that are also identified by the Millennium Development*

*Goals. These include providing access to livelihoods, education and health care in areas of return, local integration or other settlement areas; helping to establish or re-establish local governance structures and the rule of law, and rebuilding houses and infrastructure.*

It makes a connection even on peacebuilding:

*Achieving durable solutions after conflict, generalized violence and, in some cases, large-scale natural or human-made disasters may not be possible without local or even national political, economic and social stabilization.*

What this implies is the connection and importance of displacement issues to be accounted for in peacebuilding and statebuilding efforts. Achievement of durable solutions is critically dependent on long-term efforts to build the state and its stability.

# ENGAGING WITH THE NEW DEAL PROCESS: SETTING THE DISPLACEMENT AGENDA

Having discussed both the New Deal and displacement in Somalia and having established that a link does exist between displacement and the New Deal through durable solutions, this section will provide avenues for operationalizing this link. Highlighting the alliances and consortiums that exist on durable solutions, we will provide a road map on how these can come together to push for the durable solutions agenda and how organisations working on displacement can constructively engage with the Compact. The key argument made in this section is bringing together existing global, regional and Somalia-specific initiatives on durable solutions to work together and engage with the New Deal process to be mainstreamed into the Somalia Compact.

## GLOBAL INITIATIVES ON DURABLE SOLUTIONS

Most of the arguments made above in the case for displacement as a development issue have been recognised by stakeholders working on displacement. UNHCR promoted Refugee Aid and Development, during the 1980s formed the basis of the International Conference on Assistance to Refugees in

Africa (ICARA) in 1981 and 1984, and the International Conference on Assistance to Refugees in Central America (CIREFCA) in 1989. The ICARA process and CIREFCA were notable international efforts in mobilizing development partners and additional funding to address socio economic impact of refugee situations and durable solutions<sup>30</sup>. In 1999 the “Brookings Process” was launched reflecting an emerging consensus on the need to address ‘transition issues,’ including linkages between short-term humanitarian assistance and longer-term sustainable development interventions. In 2003, building on the lessons of the Brookings Process, the Framework for Durable Solutions for Refugees and Persons of Concern was launched<sup>31</sup>. In 2006 as part of the Humanitarian Reform process, the UN Interagency Standing Committee’s (IASC) introduced the “cluster approach”. This aimed at addressing gaps and strengthening the predictability and effectiveness of humanitarian response to internal displacement through clarifying the division of labour among organizations, and better defining their roles and responsibilities within the different sectors of the response.

<sup>30</sup> UNHCR Concept Note on TSI  
<sup>31</sup> Ibid

The early recovery cluster and the development of a UNDP policy on early recovery have contributed to the increased recognition of IDP reintegration (durable solutions) as a critical element in the rebuilding of communities following a crisis.

There is greater recognition now that displacement has humanitarian as well as developmental challenges, and in order to find durable solutions, situation specific comprehensive approaches would be required with the engagement of government, humanitarian and development actors with additional bilateral and multilateral assistance. In this spirit, the Transitional Solutions Initiative was launched.

The aim of the Transitional Solutions Initiative, now replaced by the Solutions Alliance<sup>32</sup> is to work towards including displacement needs on the developmental agenda for sustainability of interventions for refugees and IDPs and local community members well into recovery and development programming. In essence helping prioritize displacement needs on the development agenda of governments

<sup>32</sup> The Solutions Alliance which will be discussed in the next sub-section is a global initiative to seeking durable solutions, bringing together a range of stakeholders who work on displacement related issues.

and international development donors and other actors.

As recognized through past experiences that a critical factor in supporting durable solutions is additional dedicated transition and development assistance supporting an integrated approach that targets both displaced, returnees, and local populations.

## REGIONAL ALLIANCES ON DURABLE SOLUTIONS

In the last few years, East and the Horn of Africa have also seen the emergence of regional alliances aimed at bringing together actors from both the humanitarian and development world and working towards durable solutions to give recognition to the cross-border multi-sectoral approach required to address displacement. Some of these key initiatives include:

### Regional Durable Solutions

**Secretariat: ReDSS:** Comprised of DRC, ACTED, Refugee Consortium of Kenya, IRC, Care, Oxfam and WVI, ReDSS was created to essentially assist key stakeholders in working more consistently with the issue of durable solutions. Its aim is to maintain a focused momentum around the Tripartite Agreement and NGO engagement with durable solutions for displaced and displacement affected communities. The Secretariat will assist NGOs in setting joint programmatic principles and strategies; continue advocacy work; develop guidance on mechanisms for cross border programming; and take a common approach for leverage with donors and stakeholders.

**Somalia Thematic Group within the Solutions Alliance:** Solutions Alliance members pursue strategic and high-level policy engagement as well as progressive operational action in countries affected by displacement. More crucially, *'the Initiative seeks to address the challenge of helping prevent protracted situations and to unlock those that have become protracted'*<sup>33</sup>. The Solutions Alliance has recently developed a Somalia National Group of which ReDSS is the civil society member.

### Global Initiative on Somali

**Refugees (GISR):** The GISR is headed by UNHCR and seeks ways to create dialogue and generate ideas for sustainable solutions for Somali refugees. In August 2014, the GISR convened a meeting in Addis Ababa between UNHCR and ministers from Djibouti, Ethiopia, Kenya, Somalia, Uganda and Yemen as well as representatives of the UN, the African Union, the Inter-Governmental Authority on Development, and the UN Economic Commission for Africa where the participants adopted the Addis Ababa Commitment towards finding solutions for Somali refugees. The commitment essentially agreed to consider a move from the traditional care and maintenance approach to one, which emphasized refugee self-reliance, and to preserve asylum space as long as conditions in Somalia were not conducive to large-scale return<sup>34</sup>. The meeting also called on the international community to play their part in sharing the responsibility, including through supporting host nations and Somalia and providing expanded resettlement opportunities for Somali refugees.

<sup>33</sup> Solutions Alliance Mission Statement, available at <http://www.ending-displacement.org>

<sup>34</sup> The High Commissioner's Global Initiative on Somali Refugees, <http://www.unhcr.org/52b050f89.pdf>

The Solutions Alliance has brought together, other groups and initiatives to provide positive opportunities of engagement both within durable solutions and New Deal initiatives in Somalia. This is an important step in the right direction because firstly, they are regional approaches and include members from a variety of stakeholders – donors, governments, NGOs, civil society etc. Secondly, all three have an underlying theme of both durable solutions and resilience within their objectives. These alliances and initiatives under the Solutions Alliance framework would make excellent platforms to engage with the New Deal on durable solutions.

However, in the discussion of building the resilience of displaced communities through durable solutions within the New Deal process in Somalia, two concerns emerge:

### Operational challenges within the

**New Deal:** At present, the New Deal is suffering from a lack of information sharing; coordination and constant analysis as the architecture and process is still being set up. Moreover, it has also not yet become sufficiently 'local' in its approach.

### 'Development for all Somalis. Why only the displaced?'

This was found to be the response and underlying thinking of a number of stakeholders interviewed. As the analysis above has shown, there is little understanding and knowledge of vulnerabilities that are particular to the displaced and how this affects Somalia at large. While most within the humanitarian and development community agree on the importance of resilience and its features highlighted above, there is an unspoken opposition to providing special attention to displaced communities.

This may stem from a variety of reasons, most significant of which is a lack of research that can:

- Link vulnerabilities specifically to displacement episodes and shocks;
- Show through an evidence-base that displaced communities are more at risk than communities who have chosen to stay behind in the face of insecurity or natural disaster
- Provide a nuanced analysis of resources possessed by displaced groups that may both positively contribute to or negatively impact local dynamics
- Highlight the risk to the sustainability of development projects: Large numbers of displaced groups in a country will have an impact not only on large scale development initiatives but also urban make up as returns affect land issues; influx/return affect positively and negatively basic service availability; economic dynamics; power balances unless due consideration is given to assist them.

## **RESILIENCE: AN OPPORTUNITY TO OPERATIONALISE DURABLE SOLUTIONS AS DEVELOPMENT**

Resilience of vulnerable groups is the underlying theme under which humanitarian and development support to displaced populations can be strengthened. None of the PSGs will be effective if the resilience

of Somali people to external shocks like natural disasters and security is not built. It is essential both for sustainability and its 3 pillars - economic development, social inclusion and environment. In a number of interviews conducted for this study, resilience was highlighted as a potential bridge between humanitarian and development programming. In Samuel Hall's report on durable solutions, the same conclusion was drawn for displaced communities. It highlighted the importance of building the resilience of displaced communities both while in displacement and while they were trying to gain durable solutions. Resilience is also the fifth measure on the fragility spectrum of the New Deal<sup>35</sup>. But as the Humanitarian Coordinator in a recent meeting with NGOs operating in Somalia asked, how do we operationalize resilience?

In Somalia initiatives already exist that bring together stakeholders on the theme of resilience:

All these programs identify key features of resilience:

**Comprehensive approach:** There is a need to build on common strategies at country level, which ensure complementary approaches, and provide support to enable countries to undertake and engage in resilience programming;

**Long-term commitment:** Resilience programming to have an impact requires long term programming to secure the lives of vulnerable people from external shocks

**Multi-sector strategies:** Resilience is not confined to one sector. It is a cross cutting program that needs the cooperation and support of actors working on protection, WaSH, productive sectors, infrastructure, services and others.

**Feeding constant analysis:** Given its cross cutting nature, resilience programming requires overarching and constant information analysis, monitoring and evaluation of risks, vulnerabilities and resilience capacities of at-high risk communities;

**Advocacy:** It needs joint advocacy outreach, based on field evidence, to influence governance systems, donor policies, and regional institutions.

To some extent, the New Deal in its overarching framework, aims to achieve something similar – provide a comprehensive, coordinated and long-term approach to development in Somalia. Resilience initiatives along with those on durable solutions can be one way of operationalizing the development process for displaced communities.

35 - New Deal Fragility Spectrum Manual

## BRINGING ALLIANCES TOGETHER UNDER THE NEW DEAL

Existing alliances on durable solutions can come together, in the same spirit as the New Deal to address what in fact is a countrywide continuing challenge – large swathes of population in movement. Bringing together these alliances will provide the strategic top-down push that is needed and the bottom up local expertise required to feed it. It is now time to bring them all under one umbrella – the New Deal in order for them to be a) cohesive and complementary and b) to enhance the relevance of the ND by linking it to one of the most chronic and widespread problems in Somalia. Without such synergies the New Deal will remain a policy framework – with these synergies it becomes an overarching strategy with a multi-faceted implementation approach. If the displaced are to stand on their own feet, the commitment has to be from the humanitarian to the development, and going a step beyond: this report calls for displacement to be seen as a development agenda in Somalia.

| INITIATIVE  | PARTNERS                                       | OBJECTIVES   |
|---|--|--|
| <b>SomRep Programme<sup>36</sup></b>                          | WVI, DRC, Oxfam, Adra, Coopi, Care and ACF     | To build household and community resilience to drought and related risks in Somalia.<br>Focus areas: Pastoralist, Agro-Pastoralist, and Peri-urban livelihoods   |
| <b>The Somalia Resilience Joint Strategy<sup>37</sup></b>     | FAO, UNICEF, WFP                               | AO, UNICEF and WFP have identified three complementary core building blocks to promote resilience in Somalia that must be addressed comprehensively in order to achieve communities' resilience:<br><br><b>Strengthen the productive sectors</b> - to increase household income by diversifying livelihood strategies, intensifying production at household level and by enhancing the access to markets and to market information to extend households frontier of possibilities.<br><br><b>Improve basic social services</b> - to strengthen vulnerable household human capital by creating systems able to assess communities and capture the information needed to enhance the demand and access to car practices and capacity building opportunities.<br><br><b>Establish predictable safety nets</b> - to address the most vulnerable people's basic needs through predictable and sustainable transfer of food or cash for the destitute or seasonally at risk. |
| <b>Building Resilience in Communities in Somalia (BRiCiS)</b> | NRC, IRC, Concern, CESVI and Save the Children | The BRiCiS programme is a 4-year DFID funded programme to be implemented in Somalia. The consortium members are implementing large multi-sectoral programmes (food security, WASH, community development, NFIs, protection, Governance, infrastructure development etc), both directly as well as working with local implementing partners.  |

<sup>36</sup> SomRep Programme <https://docs.unocha.org/sites/dms/Somalia/130319%20-%20SomRep.pdf> ; [www.somrep.org](http://www.somrep.org)

<sup>37</sup> [www.resilienceinsomalia.org](http://www.resilienceinsomalia.org)

# ENGAGING WITH THE NEW DEAL: A ROAD MAP

## BUILDING AN ALLIANCE ON DISPLACEMENT

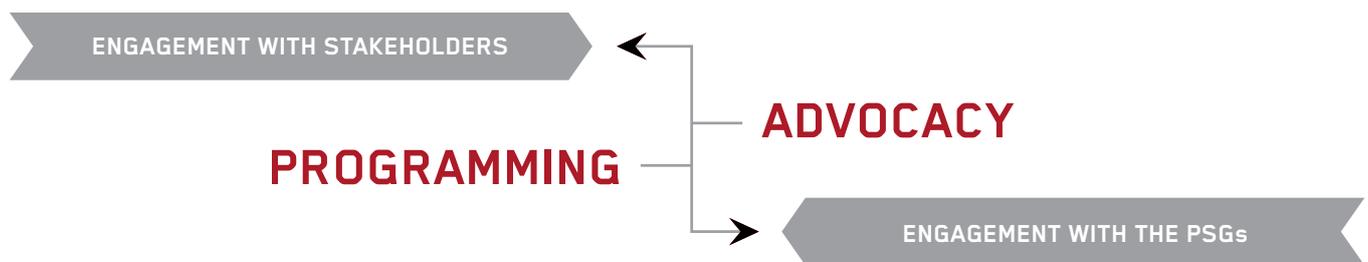
Before any engagement strategy can be implemented on displacement, it is important as a first step that actors who work directly or indirectly on displacement issues come together and agree on a way forward for the New Deal process. The road map detailed below will only be successful if organisations like UNHCR, DRC, NRC, ILO, IOM and others come together and push for

the displacement agenda within the New Deal Framework. The Solutions Alliance is a step in the right direction bringing together UNHCR and members of the ReDSS and providing excellent platforms to launch this roadmap so that pressure can be put from the top.

This report recommends a two-pronged approach to setting displacement on the New Deal agenda and engaging with the New Deal in Somalia on durable solutions.

Platforms like the GISR, Solutions Alliance and ReDSS can be used to engage with the New Deal to bring in more buy-in and more pressure from the top.

This approach will ensure that a) all stakeholders understand why durable solutions **should** be accounted for in the New Deal and b) what are the opportunity areas within the Compact with which actors can engage to mainstream durable solutions.



Advocating for displaced people and durable solutions in the New Deal would mean shifting the focus of the New Deal on the local and on the regional. As the discussion above and the Saferworld report has shown, the New Deal process is not at the stage yet where it is yet addressing local needs. This is both an opportunity – that there still remains time to mainstream durable solutions but also a threat that the agenda for durable solutions could be delayed due to the agenda of the New Deal and be stuck at the Mogadishu level. While the New Deal is developing its links with the regions, it is also crucial that the needs of urban IDPs living in settlements in Mogadishu are not side-lined.

## ENGAGEMENT WITH STAKEHOLDERS

This report identified 3 key stakeholder levels, which should be separately engaged with to advocate for durable solutions within the New Deal:

- Donors
- Government of Somalia
- NGOs

## ENGAGEMENT WITH DONORS

As mentioned above, interviews with the international donor community suggested an emphasis on an all-encompassing approach rather than giving special emphasis to displacement-centric programmes within the Compact – given its peace and stability goals. A lack of full recognition of the impact of processes like returns or local integration for durable solutions currently occurring within Somalia, on local communities was observed. DRC and ReDSS through platforms like the Solutions Alliance, must engage with the donor community that are directly engaged with the Compact.

The purpose of this engagement should be to:

- Create an understanding among actors that durable solutions and displacement are important issues to consider in development plans
- Advocate for the mainstreaming of durable solutions within donor priorities and programs in Somalia such that every initiative under the Compact is cognizant of local dynamics and takes into account displaced groups in the area where it is being implemented. Table 2 provides PSG priority-wise advocacy recommendations.

## ENGAGEMENT WITH THE GOVERNMENT

Interviews with government officials especially in the Ministries of Youth and Sports, Finance, Interior and Planning suggested a positive attitude towards tackling issues of displacement within the New Deal framework. Efforts are needed to encourage the government of Somalia to adopt a stronger and more focused approach to durable solutions for displaced populations. This is particularly important in the context of the transition of basic service provision – presently being undertaken by service delivery-oriented organizations – to government agencies. The international community also needs to focus on these issues and support the government in its efforts. There will certainly be challenges as this transition continues and the unique needs of displaced populations should be prioritized throughout. DRC and ReDSS through its programmes and through more strategic meetings, advocate for issues of development for returning or displaced groups. The purpose of engaging with the government should be to:

- Mainstream durable solutions in government-led nationwide programmes
- Ensuring that durable solutions are taken into account when discussing overarching reform frameworks inclusive politics, justice and security

On the government's side, there should be a strong commitment and acceptance for the need of durable solutions for the displaced and to ensure that government led policies and plans are sensitive to the needs of displaced communities.

## ENGAGEMENT WITH NGOS

In general, DRC and ReDSS can ensure that the displacement agenda is high on the list when NGOs engage with the New Deal. It is mostly NGOs who a) are addressing the problems of displacement in Somalia along with the UN and b) implement programs on the ground. They are also the stakeholders that deal with the dichotomy between humanitarian and development on a programmatic and operational level. It is therefore essential that NGOs be on board advocacy for durable solutions for the New Deal.

NGOs in the Somalia New Deal process have so far been on the periphery. Saferworld and World Vision International have recently released a report that outlines the shortcomings of the New Deal process vis-à-vis NGOs and humanitarian programmes. Through platforms like the Somalia NGO Consortium and other Non-State Actors (NSA), DRC and ReDSS can raise awareness and advocate for durable solutions.

### **Engage civil society to advocate the cause of IDPs and refugees:**

DRC and ReDSS can push the cause of displaced people through the CSO voice and platform. Another avenue is engaging with the official New Deal Civil Society Platform for Peace building and State building (CSPPS), whose members have provided key technical knowledge and advice that has been adopted into New Deal documents.

## ENGAGEMENT WITH THE PSGS

Simultaneous to engaging horizontally with different levels of stakeholders, DRC and ReDSS should also engage thematically with the PSGs themselves and with the respective working groups. This can also facilitate the development of tools of advocacy and program concept notes.

In engaging with the PSGs, this report recommends two approaches:

### **Advocacy and Mainstreaming: Bringing displaced groups within national reform programmes**

Engaging with PSGs 1, 2 and 3 – inclusive politics, security and justice to ensure that the concerns and challenges faced by displaced people are accounted for and being addressed. Some of these concerns include:

**PSG1:** Inclusive Politics: In local consultations, displaced or returning groups are taken into account and not discriminated on the basis of their displaced status. There is a solicitation of state dialogue with the displaced. For elections, the fact that registration requires documentation, which IDPs or refugee returnees often do not have, is considered.

**PSG2:** Security: In police and armed forces reforms threats of gatekeepers and abuse by both AMISOM armed

forces, the SAF and armed militias must be addressed. Moreover training programs must be sensitised to the vulnerabilities of displaced groups specifically. Additionally, PSG2 should address:

- Physical security of IDPs and returnees:
- Awareness of human rights of moving populations
- Access to markets and livelihoods as well as basic services.

**PSG3:** Justice: Land disputes and access to housing, land and property are one of the biggest challenges faced by displaced populations. Moreover, access to legal aid and justice mechanisms is difficult in part due to lack of documentation, lack of connections and lack of local know-how. Any justice sector reform must ensure that it is reaching the most vulnerable groups that do not have easy access to the above. It must also take into account and provide for missing documentation that are impeding access to basic services.

These concerns must be addressed in government strategies and plans so that displaced groups can be taken into account in national processes and reforms. The key message that DRC and ReDSS should send through this mainstreaming exercise is that reforms must be cognizant of the

various levels of vulnerable groups and have to sufficiently address them in nation-wide development programmes.

### **Program engagement: livelihoods, access to services and durable solutions**

#### **Engaging with PSGs4 and 5 –**

Economic foundations and revenue and services: Should be ensured for IDPs and refugee returnees with specific programs that provide alternate livelihoods, trainings, protection and facilitate access to basic services like health and education for displaced communities who either through local integration or return are trying to find durable solutions for their lives. Engaging in a youth-sensitive approach to addressing the needs – and economic potential of displaced youth – is being carried out by Samuel Hall for the International Organization for Migration as a basis for tailored programming.

Table 1 provides programmatic suggestions for each priority within all 5 PSGs can address specific displacement related needs. This table also brings together the Solutions Alliance framework indicators on durable solutions within each relevant PSG to consolidate the approach to engaging with the Compact.

## THE SOMALILAND SPECIAL ARRANGEMENT (SSA)

Due to difficulties in arranging interviews with the Somaliland government, this report does not go into an in-depth analysis of the SSA. However, from the discussion above, certain overarching principles should be addressed within the SSA and the engagement of the Solutions Alliance with it. Displacement even within Somaliland remains a development issue and continuing states of displacement will only lead to chronic poverty or multiple movement patterns. In order to break this cycle, the Somaliland government must work with the international community and other stakeholders to:

- a) Clearly identify the access and engagement points within the priorities laid out in the SSA, that would help achieve durable solutions for the displaced
- b) Ensure that the displaced are a part of any state dialogue process in which community consultations are being conducted
- c) Ensure that a holistic approach is employed by the government and its development partners in addressing chronic poverty and protection concerns among displaced groups
- d) Ensure that displaced communities are made proactive actors into the statebuilding and peacebuilding process and are not discriminated on the basis of their displaced status

On their part, the international community must employ the two-part approach of advocacy and programmatic engagement with the SSA. This approach will provide for both mainstreaming of displacement issues within the development discourse of the SSA and provide for programmatic engagement within the priorities identified in the SSA.

**TABLE 1: ENGAGING WITH PSG PRIORITIES: RECOMMENDATIONS ON ADVOCACY AND PROGRAMMING ON DISPLACEMENT**

| <b>INCLUSIVE POLITICS</b>   |   |
|---|---|
| <b>PRIORITY</b>   | <b>Relevant Indicator of Durable Solution</b>   |
| Priority 1: Advance inclusive political dialogue to clarify and settle relations between the federal government and existing and emerging administrations and initiate processes of social reconciliation to restore trust between communities. | <ol style="list-style-type: none"> <li>1. The percentage of adult Refugees/ locally integrated PoCs participating in elections held in comparison to the resident population or the national average</li> <li>2. Locally integrated PoCs/returnees face no legal or administrative obstacles not faced by the resident population that prevent them from voting, being elected or working in public service</li> </ol>  |
| Priority 2: Finalize and adopt a Federal Constitution by December 2015.   |   |
| Priority 3: Prepare for and hold credible elections by 2016   |   |
|   |   |
|   |   |
|   |   |
|   |   |
|   |   |
|   |   |
| <b>SECURITY</b>   |   |
| Priority 1: Strengthen the capacity and accountability of state security institutions to recover territory, stabilize and provide basic safety and security.  | <ol style="list-style-type: none"> <li>1. Level of clearance of mines and unexploded ordnance on main roads, living areas and cultivatable land in sites of locally integrated PoCs/ persons settlement/refugee camps vs. elsewhere in the country</li> <li>2. Safety and security perceptions of locally integrated PoCs/refugees/ host community seeking a durable solutions in country/place of asylum</li> <li>3. That Refugees/ locally integrated PoCs/persons face no discriminatory or arbitrary restrictions of their freedom of movement</li> </ol> |
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## Mainstreaming Durable Solutions – Recommendations on working with PSG priorities for advancing Durable Solutions

1. Ensure that displaced groups, returning refugees and refugees from other countries are included in local political and social dialogue
2. Ensure that these groups are given social recognition and are a part of the social inclusion process: building the social capital of the displaced
3. Ensure that along with women, youth, CSOs, business communities, traditional and religious leaders, diaspora, displaced groups have an opportunity to contribute to the process of dialogue for the establishment of regional administrations
1. Advocate for key legal frameworks to be put in place within the constitution that displaced communities, including (returning) refugees enjoy international human rights and access to services without discrimination in Somalia
2. Advocate for the constitution to recognize Somalia's displaced groups and the vulnerabilities that they face because of it. Ensure that existing policies like the IDP framework are implemented properly
1. Advocate for displaced people to be accounted for in voter registration, given that they often lack documentation.
2. Advocate for the public communications strategy and civic education efforts reach displaced groups so that they have the information they need to take part in Somalia's reform
3. Displaced women are the vulnerable amongst the vulnerable. Strong advocacy is needed to ensure that they are also extended the 'special attention to women's equal participation as candidates and voters'.
1. Advocate to ensure that the police and the armed forces are sensitized to vulnerabilities and discrimination that arise as a result of displacement
2. Strengthening local actors and institutions of security like the police and judicial offices
3. Advocate to ensure that the police and armed forces do not become party to local power lords and gatekeepers through corruption preventing displaced groups to access security
4. Advocate to ensure that displaced youth do not fall prey to recruitment by armed opposition groups
5. Advocate to ensure that policies set out by ministries, including a zero tolerance on gender-based violence, particularly sexual violence and exploitation, and other forms of abuse are implemented fairly in all locations including IDP camps.
1. Ensure displaced groups who are still displaced or those who have newly returned are protected both from clan militias and other armed groups
2. If the idea is to create a unified security structure and creating cohesive entities, advocate to ensure that people, especially those more at risk, are aware of channels they can follow to protect themselves and that the system is accommodating their needs.
1. Raise awareness about the vulnerability of displaced and unemployed youth to get recruited as combatants
2. Support FGS's 'Action Plan to End the Recruitment and Use of Children in Armed Conflict', taking into account the needs of displaced women and girls as well as children who often are not protected by security forces and do not find any recourse to justice

## JUSTICE

|  |   |
|--|---|
| <p><b>Priority 1: Key priority laws in the legal framework, including on the specialized on of the judiciary, are aligned with the Constitution and international standards.</b></p> | <ol style="list-style-type: none"> <li>1. That Refugees/ locally integrated PoCs/persons face no discriminatory or arbitrary restrictions of their freedom of movement</li> <li>2. Locally integrated PoCs/refugee women and men face no legal or administrative obstacles to obtain birth certificates, national ID cards or other personal documents relevant to the context</li> </ol>   |
| <p><b>Priority 2: Justice institutions start to address the key grievances and injustices of Somalis.</b></p>  | <ol style="list-style-type: none"> <li>3. Existence of effective and accessible mechanisms to ensure access to land and/or secure tenure (housing, land and property rights)</li> <li>4. Existence of accessible mechanisms that have the legal mandate and actual capacity to provide locally integrated PoCs/refugees with effective remedies for violations suffered, including violations committed by non-state actors</li> <li>5. Percentage of locally integrated PoCs/refugees who consider that the violations suffered have been effectively remedied and a sense of justice restored</li> <li>6. No legal or administrative obstacles preventing locally integrated PoCs/ refugee children from going to school</li> </ol> |
| <p><b>Priority 3: More Somalis have access to fair and affordable justice</b></p>  | <ol style="list-style-type: none"> <li>7. Number of police stations and courts (including traditional justice mechanisms) as well as trained police and judicial personnel in locally integrated PoCs/refugee areas (compared to national standards )</li> <li>8. Prevalence of violent crimes suffered by locally integrated PoCs/ refugees compared to crimes suffered by the resident population, the situation before displacement or the national average (as appropriate)</li> <li>9. Number of reported acts of violence or intimidation targeting IDP/ refugees on the basis of their locally integrated PoCs/ /refugee or minority status, including SGV</li> </ol>  |

## REVENUE AND SERVICES

|   |   |
|---|---|
| <p><b>Priority 1: Increase the provision of equitable, accessible, and affordable social services</b></p> | <p>Locally integrated PoCs/refugees have access to support programs (including access to credits) to secure/improve housing, land or property on the same basis as the resident population</p> <p>Mechanisms have been put in place to reunite separated family members. No movement restrictions prevent family reunification</p> <p>The number of locally integrated PoC children / refugee children or other dependent persons who have not yet been reunited with their families<br/>The number of unaccompanied and separated locally integrated PoC children/refugee children for whom a best interest determination is needed but has not been conducted</p> |
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|  | Ensure that the National Strategic plan for Justice Reform addresses access to justice issues of displaced communities   |
|  | Advocate specially with the Ministry of Justice to ensure that displaced women are able to claim their rights to land and property in a fair manner, irrespective of their displaced status  |
|  | Ensure that appropriate legal frameworks exist and are complemented by the constitution that protects the rights of displaced groups. Forge links with efforts under PSG1 in order to do this  |
|  | Ensure that efforts that aim to increase the capacity of justice providers to better address the most prevalent post- conflict grievances (including land disputes, sexual- and gender-based violence and serious criminal cases) throughout the country also address these grievances amongst displaced groups who are more vulnerable. |
|  | Advocate for information sharing and awareness raising on available recourse to legal aid, regional and local courts and law with displaced groups who might not be aware of their rights.   |
|  | Working on providing documentation / identification for IDPs as a basis for fair and affordable justice and representation for the displaced   |
|  | Mechanisms to obtain documents are accessible and affordable bearing in mind the local context   |
|  | Advocate for displaced groups to have increased access to affordable or free legal services. It is key that for population groups who are not able to access these services themselves, that these services access them.   |
|  | Ensure that the comprehensive access to justice and legal aid policy required by the Compact is drafted in consultation with the civil society who in turn reflect the needs of displaced groups   |
|  | Ensure that the legal awareness campaign will also lead to basic understanding by the majority of Somali displaced citizens of the particularities and respective provisions of the formal and traditional justice systems.  |
|  | 1. Linked to ERP and the Public Financial Management Reform Strategy and Action Plan, ensure that the priorities identified in them with regards to displaced groups are met.  |
|  | 2. Ensure that service delivery reaches those that are not able to access It easily and that they are not discriminated against on the basis of their displaced status.  |
|  | 3. Ensure that under social protection, specific vulnerabilities that displaced communities are more at risk to face are addressed.  |

| ECONOMIC FOUNDATIONS   |   |
|--|---|
| <p><b>Priority 1: Enhance the productivity of high priority sectors and related value chains, including through the rehabilitation and expansion of critical infrastructure for transport, market access, trade, and energy.</b></p> | <ol style="list-style-type: none"> <li>1. Percentage of locally integrated PoCs/refugees living in overcrowded housing/shelter, compared to the resident population, the situation before displacement or the national average, as appropriate</li> <li>2. There are no legal or administrative obstacles to locally integrated PoCs/refugee employment or economic activity that the resident population does not face</li> <li>3. Poverty levels among locally integrated PoCs/refugees compared to the resident population, the situation before displacement or the national average, as appropriate</li> <li>4. Percentage of locally integrated PoCs/refugees remaining without adequate housing, reduction in this percentage over time and comparison with the percentage for the resident population or the national average, as appropriate</li> </ol>  |
| <p><b>Priority 2: Expand opportunities for youth employment through job creation and skills development.</b></p>   | <ol style="list-style-type: none"> <li>5. Assistance/Resilience programs in place to provide locally integrated PoCs/refugees with essential food, potable water, basic shelter and essential health care</li> <li>6. Unemployment among locally integrated PoCs/refugees compared to the resident population, the situation before displacement or the national average, as appropriate</li> <li>7. Types and conditions of employment of the locally integrated PoCs/refugee population compared to the non-displaced population, including rates of informal-market employment and access to labor law standards, such as the minimum wage, as appropriate</li> <li>8. Unemployment among locally integrated PoCs/refugees compared to the resident population, the situation before displacement or the national average, as appropriate</li> </ol>   |
|  | <ol style="list-style-type: none"> <li>9. Types and conditions of employment of the locally integrated PoCs/refugee population compared to the non-displaced population, including rates of informal-market employment and access to labor law standards, such as the minimum wage, as appropriate</li> <li>10. Estimated number of locally integrated PoCs/refugees who are malnourished or homeless</li> <li>11. Unemployment among locally integrated PoCs/refugees compared to the resident population, the situation before displacement or the national average, as appropriate</li> <li>12. Types and conditions of employment of the locally integrated PoCs/refugee population compared to the non-displaced population, including rates of informal-market employment and access to labor law standards, such as the minimum wage, as appropriate</li> <li>13. Estimated number of locally integrated PoCs/refugees who are malnourished or homeless</li> <li>14. Percentage of locally integrated PoCs/refugees who do not have access to essential food, potable water, basic shelter or essential health care compared to the resident population, the situation before displacement or the national average, as appropriate</li> <li>15. Unemployment among locally integrated PoCs/refugees compared to the resident population, the situation before displacement or the national average, as appropriate</li> <li>16. Types and conditions of employment of the locally integrated PoCs/refugee population compared to the non-displaced population, including rates of informal-market employment and access to labor law standards, such as the minimum wage, as appropriate</li> <li>17. Estimated number of locally integrated PoCs/refugees who are malnourished or homeless</li> <li>18. Percentage of locally integrated PoCs/refugees who do not have access to essential food, potable water, basic shelter or essential health care compared to the resident population, the situation before displacement or the national average, as appropriate</li> <li>19. Percentage of locally integrated PoCs/refugee children with access to at least primary education in adequate conditions and quality, compared to the resident population, the situation before displacement or the national average, as appropriate</li> </ol> |

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|  | 1. Develop clear information and access links between displaced groups, labour markets and livelihood opportunities  |
|  | 2. Develop skills training programmes that specifically address skills that displaced people would need or can be a resource to provide skills derived in the location of displacement, which are not present in the host community  |
|  | 3. Ensure that employment generation programmes facilitate non-discrimination on the basis of displacement in the clan and network based society in Somalia  |
|  | 4. Ensure that refugees and displaced groups are provided with the proper documentation and certificates that can help facilitate access to jobs   |
|  | 5. The ERP recognizes the need for solutions for the displaced. These should be converted into policy and implemented through programmes. Most notably, the following recommendations highlighted in the ERP should be implemented :   |
|  | For those preferring to remain in urban areas, policy would focus on ensuring a sustainable settlement and integration, and long-term livelihood opportunities in urban areas  |
|  | For those preferring to return home, policy would aim to ensure a sustainable voluntary return, with support for appropriate livelihood opportunities, which, ideally, will contribute to the economic development of Somalia.   |
|  | Take action to support the development of longer-term public infrastructure projects through an infrastructure needs assessment and plan which addresses issues of shelter and housing for displaced, especially those who have been in protracted displacement.   |
|  | 1. Generate opportunities for young displaced people that are positive alternatives to participating in violence and conflict  |
|  | Building skills that are relevant to both the displacement and home contexts – so that youth can fulfil their economic potential in all three durable solutions: ie building their economic potential and adapting it to various contexts  |
|  | 2. Promote income-generating activities, implementing short-term labour intensive employment projects and skills development programmes, and building the capacity of institutions that provide quality skills development and training to target those youth who may not have easy access to such facilities. |

# RECOMMENDATIONS

## RECOMMENDATIONS FOR DRC AND OTHER ACTORS WORKING ON DISPLACEMENT

### Recommendations on Conceptualisation

#### Defining IDPs and building consensus on tailor made programming:

Accurately define, count and profile IDPs and returnees through the JIPS mission. This should be complemented by research on impact and nature of displacement and of returns.

#### Defining the grey area and operationalizing it through advocacy and interventions:

Identify concrete ways in which assistance to IDPs can transition between emergency humanitarian assistance and development assistance

#### Build and disseminate information on the nuances of displacement:

DRC/ReDSS and other displacement actors should regularly release information clarifying how displacement can be categorised, disseminate it, hold trainings for the New Deal secretariat, UN agencies, development actors to make sure that they understand that this is not just a trivial separation “in theory”

but that the displaced indeed show displacement-related vulnerabilities on top of “regular” vulnerabilities.

#### Inform the donor community and development actors on the impact of displacement on vulnerabilities:

More evidence-based research is necessary to clearly define the impact of displacement in exacerbating vulnerabilities. This 1) it will establish who the displaced are 2) it will show what impact displacement has on development and hence a successful New Deal agenda can only happen if displacement is addressed

### Operational Recommendations

**Operationalising Resilience:** who does what and where – the “3Ws on Resilience in Somalia” – must be decided not just for humanitarian actors but for development actors as well. Agencies must be identified that do both humanitarian assistance and development work in Somalia who can then be used as transition bodies to facilitate durable solutions through resilience programming

#### Develop a roadmap of implementation:

Efforts to address the operationalization of the Framework in a highly complex environment such as Somalia would be invaluable in developing a context-

appropriate roadmap that could then be used for guidance in other complex, similar settings containing mass returns and displacement.

### KEY RECOMMENDATIONS TO DONORS

**Recognize and support durable solutions for IDPs as an essential element of effective transitions, stabilization, peacebuilding and resilience building, n efforts.**

#### Take the lead in facilitating durable solutions:

Provide leadership in support of solutions to displacement, manifested in increased support for transition activities and durable solutions, including in terms of the integration of durable solutions into longer-term development and peace building efforts.

#### Bridge the link and enhance coordination:

Develop donor agency policies on internal displacement, and promote a coordinated approach to solutions between humanitarian and development branches of donor agencies. Incentivize cooperation between humanitarian, development and peacebuilding actors through the provision of flexible, multi-year support for collaborative efforts to enable durable solutions.

**Best practice in facilitating durable solutions:** Identify and implement good practices of donor support for solutions taken from other countries.

**Build government capacity:** Support capacity building activities to facilitate affected states' leadership and ownership of durable solutions processes.

**Foster engagement on displacement:** Work with states, international actors and NGOs to identify initiatives that can be developed or scaled up to meet the solutions needs of large numbers of IDPs.

**Addressing displacement in bilateral agreements:** Ensure that displacement and durable solutions are addressed in bilateral donor agreements and strategies. Require explanations if these issues are not integrated into donor agreements pertaining to states with serious displacement situations.

**Foster engagement of development banks towards displacement issues:** Promote the strategic engagement of development banks, including the World Bank and regional development banks like the African Development Bank, in efforts to resolve displacement.

**Support NGOs who implement both humanitarian and durable solution projects on the ground:**

Devote increased support to local NGOs in affected states that often straddle sectoral divides, provide longer-term support for solutions, and promote local ownership of solutions initiatives.

**Develop regional solutions:**

Promote regional equity in access to development assistance, recognizing that IDPs often live and seek solutions in areas that do not necessarily attract significant levels of development support.

As top-level policy deliberations increasingly are dealing with the dynamics of fragile states, donors in particular should develop and disseminate specific internal policy guidance on what New Deal implementation means for their organization at the global and especially the country level.

**Invest in research:** whether on the impact of displacement on vulnerabilities, or the 3Ws of resilience, the commitment to the ND needs to be with longer term and evidence-based research cycles, a potential idea could be a research consortium catering to fill the information gaps on displacement and durable solutions for the New Deal.

## RECOMMENDATIONS TO NEW DEAL ACTORS

**Informing the priorities:** Fragility assessments must be locally owned rather than solely produced by external technical experts. A triangulation of information is required to reflect the reality on the ground through an evidence-base.

**Improve information dissemination and awareness creation on the New Deal:** Given the inadequate knowledge about the New Deal throughout the international community and even within the government, and among civil society, investments in development and dissemination of better information and operational guidance could go a long way to broaden knowledge and better understanding among stakeholder groups about the purpose of the New Deal, who is involved, their roles and responsibilities, and establishing priorities. This will also ensure a more constructive and informed engagement of stakeholders with the New Deal.

**Building peace:** Include a target on progress toward peace that does not relate to the building of the state to encourage reconciliation of conflicts between groups within society and strengthening of informal justice capacities.

# CONCLUSION

There is little doubt that Somalia's displaced population is large in number and has been for the decades of instability that the country has seen. To not include them in Somalia's reconstruction process is to leave a quarter of the country's population out. To not recognize that the displaced suffer from specific shocks and vulnerabilities is ignoring the reality of Somalia today and perhaps also to throw away potential opportunities for host communities. If affected countries are to lead their transitions to peace successfully, they will need to ensure that the fragility assessments and dialogue processes they carry out are genuinely inclusive and sensitive to the local context and take into account such people.

If lasting results are to be achieved in conflict settings, it is critically important to empower local

communities to articulate their own peace and security needs – and to ensure they have a role in monitoring national and donor governments' progress in delivering their commitments.

The displaced communities of Somalia are an integral part of the local communities that the New Deal is trying to empower and stabilize. Yet, difficult to reach, they require special attention in order for them to be able to break even on the vulnerability scale with those who are non-displaced.

A lot has been done to address this concern of vulnerability – through humanitarian programming, resilience and through durable solutions. These initiatives have sometimes overlapped and sometimes worked in isolation. The New Deal is an opportunity to

bring them together in the same spirit of providing an overarching, coordinated and strategic framework to a national issue that affects the fragility of the country. But perhaps what is more important for stakeholders now to reflect on is the potential destabilising factor if the displaced are not included in the New Deal and its development initiatives? What would happen if the international community, after 5 years of the New Deal process being implemented, is still debating whether this 28% requires humanitarian or development assistance? And lastly, what would happen if after 10 years, Somalia still has 28% of its population displaced and vulnerable, living in shelters and surviving on humanitarian assistance? This will be a red line in the New Deal's report card on Somalia.

# ANNEXES

## ANNEX 1: RESEARCH FRAMEWORK AND METHODOLOGY

A 4-step framework will provide the skeleton for this study. This framework incorporates displacement as a thematic presence in the New Deal; the operational nature of the New Deal; engagement with the New Deal on displacement and finally, a risk analysis drawing from the New Deal experiences in Afghanistan through a case study.

This research will be guided by the following set of overarching research questions:

**Conceptual.** How does Somalia's New Deal account for displacement? How can displacement be conceptualised and mitigated through development within the New Deal framework?

**Operational.** How does the New Deal operate and what practical implications does it have on funding for programmes, especially those pertaining to the migration and displacement sector? Additionally government priorities and supportive structures and that budget support/new deal funding pay due emphasis on displacement will be explored.



**Engagement.** How can humanitarian and development actors constructively engage within the New Deal framework to assist displaced communities? Who are the most relevant counterparts in this process?

**Lessons.** What do the lessons learnt and best practices of the New Deal in Afghanistan offer to Somalia?

To achieve the above-mentioned objectives and deliverables, the research team will take the following 5 steps to consolidate a final report that meets all DRC and international standards:

## **SECONDARY RESEARCH & DESK REVIEW**

The team will review all existing documents that are relevant to this study. Specifically, these will include a) Somalia context and humanitarian programming in Somalia and displaced communities reports; b) Legal documents pertaining to displaced population groups in Somalia including the IDP Frameworks; c) New Deal Compact documents – inception, strategic frameworks and analysis; d) Reports on best practices pertaining to new deal implementation in similar frameworks; e) Reports on New Deal in Afghanistan as a case study. A detailed bibliography will be provided in the final report as an annex.

## **STOCKTAKING EXERCISE OF THE NEW DEAL**

Through interviews with the World Bank, FGS and the Aid Coordination Unit (ACU) of the New Deal, the consultant will conduct a stock taking exercise of the New Deal as it stands today, its structures, lead agencies, sub working groups and engagement plans. This structure will be used as a basis to then analyze where displaced communities are accounted for and identify channels of NGO engagement within it.

## **KEY INFORMANT INTERVIEWS**

The lead consultant will also lead key informant interviews with key stakeholders working on migration governance, migration research, humanitarian assistance and activists in Somalia, new deal actors, as well as international organisations operating in Somalia. These will therefore include both government level and non-governmental stakeholders whose mandates cover migration governance issues in Somalia and who are also actively involved in New Deal discussions. Government agencies, UN agencies, DRC staff, INGOs and local organisations will be interviewed as part of this study. DRC's help will be sought for the necessary contacts and a list of KIIs will be provided in the report.

## **NEW DEAL FRAMEWORK ANALYSIS**

To make sure that the final report encapsulates the New Deal in its entirety and provides DRC with avenues to position itself within the New Deal on issues of displacement, the consultant will use a Framework for Analysis to look at each priority within every PSG. Interviews will be conducted with the leads and co-leads of all the PSGs to get their views on specific questions that have been designed to match the objectives of this research within each priority. (Annex 1)

## **INTEGRATION DRC COMMENTS AND ENSURING FULL DRC COMPATIBILITY**

Throughout the consultancy, the research team will integrate DRC comments and guidance of the contact group. At the start of the consultancy, by laying out all expectations and content of the consultancy; Throughout the consultancy by providing with progress reports on a regular basis; At the end of the drafting process, to receive comments on the draft; Integrating all comments to finalise the complete report.

# ANNEX 2: BIBLIOGRAPHY

## ESSENTIAL READINGS

- Saferworld and World Vision Report
- ODI Development Paper
- DRC Durable Solutions Paper
- Amnesty IDP paper
- Conflict analysis: Somalia, UNSOM, January 2014, Prepared by Dr. Ken Menkhaus, Davidson College
- Larry Attree, A new deal for aid in fragile and conflict affected states?, Saferworld, Nov 2011
- Kristen Wall and Rachel Fairhurst, Assessing Civil Society Engagement with the New Deal, Opportunities and Challenges, March 2014
- Brookings Institute, Implementing the New Deal for Fragile States, July 2014
- High Level Panel on Fragile States, Ending Conflict and Building Peace in Africa: A Call to Action, January 2014
- CSPPS, Policy Brief, Peace Building, State building and Resilience, Linking Lessons from the New Deal to the Post-2015 Debates, April 2013
- The New Deal's Peace Building and State building Goals and Organised Crime, International Alert
- A New Deal for Somalia? : The Somali Compact and its Implications for Peace building; Sarah Hearn and Thomas Zimmerman July 2014
- 2013-15 Humanitarian Strategy for Somalia
- Look at all highlighted plans and strategies in 'The Compact'
- Somaliland Vision 2030

## SOMALIA NEW DEAL

- Briefing Note (contains good overarching questions at the end)
- London Conference Communiqué
- Brussels Conference Communiqué
- Busan Conference Communiqué
- PSG Terms of Referencess
- 2014 Development Mapping Exercise
- July 2014, SDRF SC Plenary Meeting Minutes

## OTHER PROTOCOLS

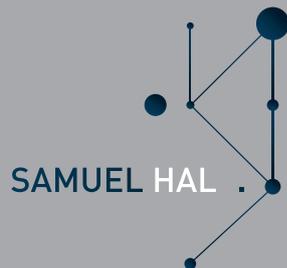
- Dili Declaration
- Monrovia Roadmap

## NEW DEAL

- Progress since Busan: Supporting transitions towards resilience, Preliminary results of global monitoring of the New Deal for Engagement in Fragile States, First High Level Meeting of the Global Partnership on Effective Development Cooperation, April 2014
- Guide to Implementing the New Deal

## GOVERNMENT DOCUMENTS

- Somaliland National Development Plan
- Justice Reform Strategy
- Government Workplace (Ministry of Planning)
- ERP



**Samuel Hall** is a research and consulting company based in Asia (Kabul, Afghanistan) and East Africa (Nairobi, Kenya). We specialise in socio-economic surveys, private and public sector studies, and impact assessments for non-governmental and international organisations. Our teams of field practitioners, academic experts and local interviewers have years of experience leading research in Central Asia and East Africa. This has enabled us to acquire a firm grasp of the political and socio-cultural context in the country; design data collection methods and statistical analyses for monitoring, evaluating, and planning sustainable programmes; and to apply cross-disciplinary knowledge in providing integrated solutions for efficient and effective interventions. To find out more, visit [samuelhall.org](http://samuelhall.org).

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ReDSS is a coordination and information hub with the aim of maintaining a focused momentum around the Tripartite Agreement and NGO engagement with durable solutions for displaced and displacement affected communities in the Horn of Africa. ReDSS is managed through a steering committee comprised of DRC and IRC and an Advisory Group including ACTED, CARE, IRC, Mercy Corps, NRC, RCK, INTERSOS, World Vision and is a member of the Solutions Alliance. The secretariat is hosted by the Danish Refugee Council (DRC) Regional Office for the Horn of Africa and Yemen, in Nairobi. It officially commenced its work in March 2014.

**ReDSS members:**





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