



BEYOND COPENHAGEN

A TOOLBOX FOR DURABLE SOLUTIONS

From Agenda Setting to Operationalization:
Engaging with the New Deal on Durable Solutions
for the Displaced in Somalia in 2015



SAMUEL HALL.

TABLE OF CONTENTS

ACRONYMS	2
GLOSSARY OF KEY TERMS	4
FOREWORD	5
INTRODUCTION	7
THE WAY FORWARD ON DURABLE SOLUTIONS IN SOMALIA'S NEW DEAL	8
1. CONTEXT: THE DISPLACED IN SOMALIA AND THE NEW DEAL	10
2. STOCKTAKING: PROGRAMMING ON DURABLE SOLUTIONS	12
3. EXISTING FRAMEWORKS ON DURABLE SOLUTIONS	16
4. OPERATIONALIZING RESILIENCE AND DURABLE SOLUTIONS: THE CREATION OF A SUB-WORKING GROUP UNDER PSG 4 & 5	22
5. ROADMAP FOR DURABLE SOLUTIONS IN SOMALIA IN 2015	25
CONCLUSION	28

This publication was commissioned by UNHCR Somalia and was prepared and conducted by Samuel Hall. This report should be cited using the following referencing style:

Samuel Hall 2015, "Beyond Copenhagen: A Toolbox for Durable Solutions", commissioned by UNHCR Somalia.

Samuel Hall encourages the dissemination of its work and will normally grant permission to reproduce portions of the report promptly. For permission to photocopy or reprint any part of this work, please send your request, along with complete information, to development@samuelhall.org

ACRONYMS

ACTED	Agence d'Aide à la Coopération Technique et au Développement
ADESO	African Development Solutions
BRCiS	Building Resilience Communities in Somalia
DMA	Disaster Management Agency
DRC	Danish Refugee Council
DSRSG	Deputy Special Representation of the Secretary General
FGS	Federal Government of Somalia
HLPF	High Level Partnership Forum
GISR	Global Initiative on Somali Refugees
IASC	Inter-Agency Standing Committee
IDP	Internally Displaced Person
IGAD	Intergovernmental Authority on Development
IOM	International Organization for Migration
ISF	Integrated Strategic Framework
NGO	Non-Governmental Organization
NRC	Norwegian Refugee Council
PSG	Peacebuilding and Statebuilding Goals
RC/HC	Resident Coordinator / Humanitarian Coordinator
ReDSS	Regional Durable Solutions Secretariat
SomReP	Somalia Resilience Program
SRC	Somalia Return Consortium
SRSR	Special Representative of the Secretary General
SSA	Somaliland Special Arrangement
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNSOM	United Nations Assistance Mission in Somalia
WFP	World Food Programme

GLOSSARY OF KEY TERMS

DURABLE SOLUTIONS	A sustainable solution (return, local integration or resettlement) as a result of which the displaced no longer have needs specifically related to their displacement and can enjoy the same rights as other citizens. Displacement ends when there is voluntary and safe choice accompanied with security of tenure, access to basic services and livelihood on par with those not displaced.
DUTY BEARERS	The government institutions obligated to fulfil the holders' rights.
INTERNAL DISPLACEMENT	The involuntary or forced movement, evacuation or relocation of persons or groups of persons within state borders.
INTEGRATED STRATEGIC FRAMEWORK	The Integrated Strategic Framework is the comprehensive plan of the United Nations in Somali, detailing UN's contribution to the implementation of the New Deal.
GUIDING PRINCIPLES	The 1998 United Nations Guiding Principles on Internal Displacement restate and compile human rights and humanitarian law relevant to IDPs.
LOCAL INTEGRATION	Acquiring residency rights on a par with that of local inhabitants.
NEW DEAL	Aid architecture that outlines a new way of engaging with Peacebuilding and Statebuilding goals identified as the foundations for transition from fragility to resilience in Somalia.
PROTRACTED DISPLACEMENT SITUATION	Protracted displacement situations are those, which have moved beyond the initial emergency phase but for which solutions do not exist in a foreseeable future. When the process for finding durable solutions is stalled and/or IDPs are marginalized as a consequence of violations or a lack of protection of human rights, including economic, social and cultural rights.
RESETTLEMENT	A process of temporary or permanent settlement of displaced or returning populations.

FOREWORD

The New Deal Framework and Durable Solutions

The international community is engaged in Somalia with the New Deal Framework and an alignment of humanitarian and development goals. The High Level Partnership Forum (HLPF) in Copenhagen, November 2014, included a side-event on durable solutions. The findings of the report [*A New Deal for Somali's Displaced? Exploring Opportunities of engagement for Durable Solutions with the Somalia New Deal Compact*](#), set displacement on the development agenda. This study follows from where the ReDSS study concluded to ask:

How can durable solutions be operationalized within the Somalia New Deal's Compact?

Time to take action: With the endorsement of durable solutions by the Somali government in Copenhagen, and with the announcement of cabinet ministers in February 2015, UNHCR recognizes an opportune time to move forward on its engagement with government and development actors on durable solutions: taking stock of initiatives and highlighting a **collective roadmap to operationalizing durable solutions**. This note is based on a broad consultation with government, donors, UN agencies, NGOs and civil society to showcase the importance of dialogue and partnerships on durable solutions. It aims to:

- Take stock of existing frameworks and programmes that account for displaced groups
- Take stock of the existing environment of promoting durable solutions in national frameworks
- Identify existing gaps in programming in the Compact for Durable solutions
- Suggest strategic direction and operational options in support of UNHCR's mandate

Toolbox Study: A joint roadmap post-Copenhagen

This brief serves as a reference guide to support stakeholders in mainstreaming durable solutions in the New Deal Compact in 2015. It is the result of a broad-based consultation with a wide range of stakeholders, to inform a process led by UNHCR, within the Compact, the Integrated Strategic Framework, as well as the IASC Framework and regional initiatives on durable solutions.

Based on gains made ahead of and during the HLPF, UNHCR is proposing a roadmap for action for stakeholders to advocate for the needs of the displaced, unlock and implement durable solutions in Somalia **within the existing policy framework**. This is part of a process – and part of discussions to be held within the UN community, with NGOs, and with federal and local government authorities who bear responsibility for the displaced.

Durable solutions, Statebuilding and the New Deal

Two million Somalis are displaced in and out of Somalia. Finding durable solutions is a priority for statebuilding – as reiterated under the Addis Ababa spirit. Stakeholders are paving the way to achieve the Somali Compact Peacebuilding and Statebuilding Goals by 2016. UNHCR commits to ensuring that the displaced are an integral part of these efforts.

Return, local integration and re-integration require livelihood and economic opportunities, as well as access to services: through a government-led development response. UNHCR requires the input of development agencies in this domain. UNHCR has a specific mandate on protection, and needs specialised agencies to come on board and enter into a development plan tailored to the needs of the displaced. UNHCR seeks to ensure that partners can build on their relief and early recovery programs to address the needs of the displaced – and support the Federal Government of Somalia (FGS) in upholding its responsibilities vis-à-vis displaced citizens.

UNHCR: A mandate to protect the rights of the displaced and support national response

Displacement is not just a humanitarian response issue: it is oftentimes a chronic and recurring problem. This requires a comprehensive and all-inclusive response. Above all, responding to displacement and securing durable solutions requires a political response and government commitment to this aim.

UNHCR is the lead agency mandated to find pathways to durable solutions for refugees, returnees and internally displaced persons (IDPs) in Somalia, working closely with its partners – UN sister agencies, international and national NGOs, local governments – and donors. UNHCR's country operation plan and regional durable solutions strategy provide coordinated action for humanitarian and development stakeholders to work together to unlock solutions to displacement through several key frameworks.

UNHCR Somalia

UNHCR 2015 Planning figures for Somalia	
Returnee arrivals (ex-refugees)	40,000
Internally displaced persons	800,000
Returnee arrivals (ex-IDPs)	120,000
Refugees and asylum seekers (ETH, ERT, TAN)	19,100
Total Population of Concern	1,192,060

INTRODUCTION

*“It is not too early to talk about it, but too early to operationalize it” –
Aid Coordination Unit, Ministry of Finance, Somalia*

*“Return is defined by the level of resilience. Resilience by sustainability. Sustainability by development. Let’s
create those linkages together.” –
UNHCR Somalia Representative*

UNHCR is a humanitarian agency working towards durable solutions for Somalia’s displaced. UNHCR is also part of the United Nations Assistance Mission in Somalia (UNSOM) – an integrated mission in Somalia adopted unanimously by the Security Council in 2013. The New Deal in Somalia is the platform for development actors to work together for the reconstruction of the country. How can humanitarian agencies like UNHCR ensure that their voice is heard in shaping development strategies, and their mandate protected in the framework of the integrated mission? Going “Beyond Copenhagen” requires a Toolbox of options available to achieve durable solutions in Somalia – for UN, NGOs and government alike.

The objective is not for humanitarian agencies to enter the development terrain but to ensure proper coordination and a smooth transition between relief and development for Somalia’s displaced. UNHCR is an active partner of UN sister agencies, NGOs, donors and government in operationalizing durable solutions.

The dialogue on Durable Solutions and Resilience in Somalia has been steadily progressing. The dialogue needs to mature into a joint venture – one paving the way to another. The cycle is composed of three interrelated processes that link humanitarian with development work:

- Dignified return, reintegration and local integration are all defined by the level of resilience
- Resilience is defined by sustainability, and
- Sustainability is defined by development response.

The challenge to date has been to find the right “niche” – i.e. the strategic entry points in the New Deal to ensure that durable solutions are not just agreed to verbally, but put in practice in Somalia. This report identifies these areas. The New Deal’s Peacebuilding and Statebuilding Goals (PSGs) are natural niches for UNHCR’s work and contribution to durable solutions. A closer alignment of durable solutions with the resilience agenda is, also, a natural process that needs to be strengthened. As such, this report calls for a pairing of Durable Solutions and Resilience under PSGs 4 and 5. One does not overshadow the other, and progress made on durable solutions by UNHCR is a model to follow for paced progress on resilience.

A second challenge has been to identify the right partners to operationalize Durable Solutions. This report clarifies partnership and synergies that can be realistically built upon to ensure that durable solutions are mainstreamed in the New Deal funding. No one agency can further the goals of durable solutions alone. Operational requirements, funding limitations as well as mandates are constraints on any one agency’s capacity. UNHCR calls on a collaborative approach fully taking on board NGOs in this process – as NGOs are operationalizing durable solutions in their day-to-day work and access across Somalia.

The key opportunity lies in existing tools and frameworks for Durable Solutions. These include, at a national level, the **Somalia Return Consortium (SRC)**, a grouping of 9 members across the UN and NGO landscape as well as the input of the **Resilience Consortia**; at the regional level, the **Solutions Alliance for Somalia**; and at the global level, UNHCR’s Global Initiative on Somali Refugees. These constitute a **comprehensive toolbox for policy makers to operationalize durable solutions**, as presented in this paper.

THE WAY FORWARD ON DURABLE SOLUTIONS IN SOMALIA'S NEW DEAL:

CREATING A SUBWORKING GROUP, UNITING ADVOCACY & SUPPORTING THE LEADERSHIP

The governance structure of the New Deal framework is being operationalized but is not yet fully functioning. Programs are currently being discussed and prioritized, before implementation can be rolled out in 2015-2016. Due to the recent political crisis, the process of operationalizing the PSGs came to a halt but is picking up again with the new cabinet in place. At the time of this brief, in early 2015, conversations aim to render the New Deal process more inclusive, more effective, better coordinated and more action oriented. PSG working groups are meeting with representatives from Federal Government and regional Administrations, as well as donors and UN agencies. Meetings are taking place in Mogadishu and other parts of Somalia (e.g. PSG 4 had a meeting in Garowe, Puntland in February 2015).

The time is right to push Durable Solutions on the New Deal Agenda. Stakeholders agree that it is the right time to launch and lobby the conversation on durable solutions to raise awareness, to push durable solutions as a crosscutting issue on the New Deal agenda. This Durable Solutions Toolbox Note is based on consultations with 35 stakeholders – ranging from the FGS, to donors and embassies, UN agencies, resilience consortia members and NGOs.

Creation of a Sub-Working Group on Resilience and Durable Solutions under PSGs 4/5. One of the key take-away points of the consultations was the disagreement over whether a separate sub-working group on durable solutions could be effective or instead counter productive. About half of stakeholders considered that durable solutions should be mainstreamed in each working group and sub-working group. Durable solutions should be – in their view – part of every conversation under the New Deal, not a dedicated one. The other half questioned the capacity of UNHCR to raise the profile of a durable solutions sub-working group as part of a development-led, government-led Compact process. Taking this feedback into consideration, this note proposes a new direction: **a strategic recommendation to combine Resilience with Durable Solutions in a joint sub-working group under PSGs 4 and 5 that will have the backing of donors, UN agencies and NGOs** – given the increasing humanitarian-development funding for resilience and the commitment to durable solutions post-Copenhagen.

Lobbying: three layers for advocacy. Stakeholders agree to a triple approach to lobbying for Durable Solutions. First, at the levels of the UN SRSG and DSRSG/RC/HC. UNHCR is not traditionally well placed in the development sector, where it does not have a strong voice as a humanitarian actor; hence its lack of visibility in the New Deal. But the collective strength of the UN can push the agenda forward: this can be best promoted by the SRSG and DSRSG/RC/HC. Second – the state level. With the election of a new cabinet and government in Somalia, it is now time to strengthen conversations with central authorities, to place durable solutions high on the agenda. This will be best achieved through the Ministry of Planning and International Cooperation, the Ministry of Interior and the Ministry of Finance. Last but not least, displacement in Somalia is inherently a regional security and stability issue. Lobbying will hence need to continue outside of Somalia at the regional and global levels through key frameworks.

Supporting the Somali leadership: Government actors working for durable solutions. A Ministry of Health representative interviewed acknowledged that the displaced were not sufficiently part of the health sector program. Similar feelings were echoed by other authorities, including youth and sports. When asked why, the lack of coordination with the government was highlighted. Humanitarian organisations like UNHCR and OCHA have a responsibility to involve the government and coordinate programs to include the displaced. Yet, such levels of coordination remain ad-hoc. With the establishment of a new cabinet, high hopes rest with the leadership at the Ministry of Planning, marking a new era for Durable Solutions for the displaced.

Structure of the “Toolbox Study on Durable Solutions – Beyond Copenhagen”. This report follows the objectives of the study and is structured around four sections:

SECTION 1 – THE CONTEXT

Stakeholders highlight their lack of knowledge and the lack of data on the needs of IDPs and returnees, with scant information on displacement-related vulnerabilities, mapping of return locations and of migration sector actors. A brief presentation of the displacement context, and of entry points in the New Deal frame this contextual analysis. Strategic entry points in the New Deal are its “living” nature, its emphasis on resilience, its support to the government, consultation and dialogue. These four key axes will frame the debate around durable solutions in the New Deal, to pave the road to implementation.

SECTION 2 – STOCKTAKING

Programming on durable solutions are being pushed at multiple levels: stocktaking shows that i) UNHCR has the lead mandate on durable solutions and the careful alignment of the strategy around the New Deal: from care and maintenance to durable solutions in Somalia; ii) the rise of the Consortium model – both the Return Consortium and the Resilience Consortia – as an opportunity to support, from the bottom-up, the resilience of displaced communities and host communities to absorb shocks, respond to shocks and build the path to durable solutions; iii) the process of establishing regional initiatives, from the top-down, to frame durable solutions; and iv) the possibility of replicating global initiatives to bridge the humanitarian and development gap. These four levels – UNHCR, Consortia, Regional initiatives and Global Initiatives – illustrate existing efforts to operationalize durable solutions: a strong portfolio of operational and strategic objectives in Somalia, under the New Deal. It now needs to be part of a clear, strategic and coordinated framework with adequate visibility and resources – under PSGs 4 and 5.

SECTION 3 – OPERATIONALIZING

Under the leadership of the government, UNHCR is supporting efforts to create a sub-working group on durable solutions. This study recommends aligning durable solutions with resilience through a joint sub-working group on Resilience and Durable Solutions – to gain visibility, influence and momentum. At a time when the DSRS/RC/HC is advocating for resilience as the key lens through which to understand durable solutions, UNHCR is well placed to push the agenda forward: durable solutions does not fall under resilience but accompanies resilience. **The two processes are inherently linked. Resilience picks up where return and reintegration begin. Resilience paves the way for durable solutions.** Returns and resilience programming overlap smoothly and logically. Agencies working on return and resilience will now work together in the districts to identify where their caseloads overlap. Operationalizing will require consultation with communities and the displaced to understand their livelihood background, their skills, and their intentions in terms of economic productivity, to better integrate them in resilience programming. UNHCR can provide that bridge by fuelling data, information and profiling of the displaced.

“We just need to know who they are, where they are going to and what their intentions are.”
- SomReP representative

SECTION 4 – A ROADMAP

A 10-point recommendation plan provides a roadmap for 2015. It covers the creation of the sub-working group on Resilience and Durable Solutions, strengthened partnerships with the Ministry of Planning, extended dialogue with the SRS/RC/HC, coordination at global, regional, national and local levels. The voice and views of NGOs will be central to this process. Whether through consortia or individually, NGOs cover the largest operational space in Somalia. The roadmap gives them a central role. It then concludes on accountability and theory of change: to monitor, learn and measure progress towards durable solutions.

1. CONTEXT: THE DISPLACED IN SOMALIA AND THE NEW DEAL

Critical Trends

There are over 1 million **internally displaced persons (IDPs) in Somalia of which 80 % in South Central Somalia** – both conflict and natural disaster-induced. Partners are actively engaged in finding durable solutions for the displaced. Since mid-2012, more than 60,000 IDPs have been supported by the Somalia Return Consortium to return home. **Refugees are also returning home:** outside and within a Pilot Project of UNHCR, spontaneous returns are being recorded and an estimated 10,000 individuals are expected to return from Dadaab camps in Kenya to Somalia, with UNHCR and partners' support. They require assistance in reintegration upon return.

What this Toolbox Study says – **'Supporting an all of government' approach**

The Federal Government of Somalia (FGS), through its Ministries of Interior, Planning and International Cooperation, supports the mainstreaming of durable solutions and their inclusion under PSGs 4 and 5. From policy to implementation, an **"all of government"** approach is required: government (federal and local authorities) will be leading the implementation with the support of civil society, non-state actors, the international community, IDP, returnee and host communities. This brief summarizes the existing needs, programmes and frameworks, to support the duty bearers and protect the right bearers.

Who are the displaced?

1. Internally displaced persons

All individual persons or group of persons who have been **forced or obliged to flee their homes or places of habitual residence** due to the effects of armed conflict, generalized violence, violations of human rights, natural disasters, man-made disasters; and who have not crossed an internationally recognized state border.

2. Refugee returnees

Refugees who return home are entitled to a voluntary, safe and dignified return marking the end of the displacement trauma.

What are their needs?

DISPLACEMENT-RELATED VULNERABILITIES

Data is lacking in Somalia on the specific needs and vulnerabilities of the displaced. Yet, a SH/UNHCR study on the impact of the Return Consortium shows that, upon return, IDPs experience higher degrees of insecurity negatively impacting their livelihoods, violence (physical assault) and food insecurity with almost half of respondents not having had enough to eat in the previous week. Lastly, the majority of respondents reported their main source of sustenance being the reception of food aid or the sale thereof. Specific gender issues are raised and call for investing in the resilience of displaced women: female IDPs find insecurity to be an obstacle to decent health care, and report incidents of physical assault while collecting water.

How do they compare to other poor?

THE VULNERABLE WITHIN THE VULNERABLE

In the absence of a control group and of comparative data and research, it is difficult to assess the relative conditions of IDPs and returnees against the other poor. UNHCR calls for such a research. However, displacement concerns are raised in the longer run with

- **Renewed movements and displacement** – families splitting as a coping strategy
- **Increasing food insecurity** after return. In the UNHCR 2014 study food insecurity worsened with time – from one in five respondents to two in five between two rounds of assistance
- **Worsening housing and tenure security** with poor shelter conditions and insecure environments
- **Livelihood shifts** from remittances to casual labour.

Who can act on durable solutions for the displaced?

STAKEHOLDERS

Government institutions: **the duty bearers**

United Nations agencies: **focus on development and protection**

Non-governmental organizations: **at the forefront of interventions**

Civil society: **a national voice, checks and balances**

Donors: **to set funding and political priorities for durable solutions.**

THE NEW DEAL COMPACT AND DURABLE SOLUTIONS: ENTRY POINTS

“Create a better future for all Somali people, by means of a dialogue and process that promotes political reconciliation and establishes peace, security, justice and sustainable development”

The key to durable solutions for the displaced rests in four principles and priorities highlighted in the Somalia Compact, providing key entry points to ensure that the displaced are given a voice – and are included – across all PSGs, flagship programmes and development activities. The Somali Compact is structured around five Peace and Statebuilding Goals (PSGs) for Somalia and a Somaliland Special Arrangement (SSA). It is:

1. **“A LIVING DOCUMENT” INTEGRATING HUMANITARIAN PRINCIPLES AND ACTIVITIES**

The Somalia Compact is a living document, government-led, with key Peacebuilding and Statebuilding goals for Somalia, to be supported by the international community through a set of key aid development programmes. Humanitarian principles and activities are recognized and reaffirmed: with an emphasis on the linkage between humanitarian and development work. It is the humanitarian strategy to focus on life-saving needs as well as “programming to build up communities’ ability to cope with future drought and other shocks. The Government and partners are fully committed to working to invest in the resilience programming that is necessary to break the cycle of crisis.”

2. **A STRATEGY AIMED TO “BUILD THE RESILIENCE OF THE MOST VULNERABLE COMMUNITIES”**

PSG 5 (Revenue and Services) emphasises the focus on “increasing service delivery with special attention to building the resilience of the most vulnerable communities” while building a responsible and sustainable system of public expenditures and revenue generation for the benefit of all.

3. **“UNDER THE UMBRELLA OF THE GOVERNMENT”**

PSG 5 considerations also remind of the need to ensure an exit strategy by non-state and non-governmental actors and organizations, increasing the capacity of the government to respond to the needs of Somali citizens. Increasingly, provisions by non-state actors will continue under the umbrella of the government, harmonizing programmes between regional and federal governments, and clarifying the role of the different levels of government.

4. **“IN CONSULTATIONS AND DIALOGUE WITH SOMALI PEOPLE”**

The principle of the Somali Compact is to ensure a Somali-owned and Somali-led process: not only at the level of government with the Somali people – including civil society organisations and representatives of the most vulnerable communities, to ensure a voice is given to all. Consultations are at the basis of all PSGs.

Taking each of these priorities, the centrality of the displaced is reminded – through resilience and with the commitment of the Federal Government of Somalia, as reminded at the High Level Partnership Forum in Copenhagen in 2014.

The key test for the New Deal is now to integrate the needs of the displaced – as prerequisites for security, stability and statebuilding. The needs of the displaced are central to a successfully implementing the New Deal’s objectives by 2016.

2. STOCKTAKING: PROGRAMMING ON DURABLE SOLUTIONS

UNHCR's STRATEGY: ALIGNED WITH THE NEW DEAL COMPACT

“Maintaining emergency response capacity in the framework of a general vision towards solutions”

Since 2013, UNHCR Somalia has shifted its focus from care and maintenance to **durable solutions**. Each of its strategic efforts is aligned with the New Deal Compact. Recognizing that UNHCR's role should peak in early transition and phase out to advocacy, information sharing, capacity building in the development phase, this document lays out steps to achieving this transition – with the support of key frameworks or “policy tools” for durable solutions.

Alignment is evidenced by UNHCR's:

1. Strengthening strategic partnership with development actors and mainstreaming solutions to the displaced within the New Deal Somalia Compact
2. Active membership in PSG 2 and PSG 3 with significant contributions to the development of both the Security and Justice two-year work plan.
3. Particular focus on PSG 4 and PSG 5 working groups, where the livelihood and social services components of the solutions-oriented programming are highlighted.
4. Continued policy efforts and support to the development of an IDP policy in Somaliland to ensure consistency with the initiative and Somali Federal Government policy framework on internal displacement in Somalia. IDP Policy guidelines for Puntland have been endorsed by the Puntland Administration in 2012 with on-going implementation, with UNHCR support.
5. Planning for capacity building efforts, supporting the establishment of the Agency for Refugees and IDPs under the Ministry of Interior and Federal Affairs of the Somali Federal Government, and allocating resources to technical support and infrastructure to ensure effective operational capacity. Capacity building support has already been provided to the Puntland Ministry of Interior and to the Somaliland Ministry of Interior and Ministry of Resettlement, Rehabilitation & Reconstruction.
6. Assessment of civil registration and documents: in April 2014, UNHCR led an inter-agency assessment in Puntland, resulting in the development of a Civil Registration and Documentation Programme for Puntland. A similar process will be initiated in South Central Somalia in 2015.

UNHCR works on short-term, mid-term and long-term approaches targeting IDPs and returnees.

- **Pillar 4 (IDP programme):** Focuses on establishing accurate IDP population data, providing stakeholders with the evidence-base to implement policies, inform the development of a comprehensive solution. Return monitoring, local integration and protection are key foundations of UNHCR's work under Pillar 4 – with the support to IDP voluntary returns through the UNHCR-led Somalia Return Consortium (since August 2012).
- **Pillar 3 (Returnee programme):** Covers cross-border movements through reintegration projects. UNHCR has developed a “Framework for Reintegration” for a consultative multi-stakeholder process, engaging Government, UN and NGO partners, donors, civil society, and returnees themselves, to elaborate a shared strategy to support sustainable reintegration in Somalia. Within this framework, UNHCR implemented in 2014 six community-based projects targeting both community infrastructure improvement and household livelihoods in Luuq, Baidoa and Kismayo, the three pilot locations included in the Pilot Project on the voluntary return of Somali refugees from Kenya. The reintegration projects include:
 - Fishery training in Kismayo
 - Rehabilitation of primary schools in Kismayo
 - Improvement of water and sanitation services in Kismayo
 - Rehabilitation of small community infrastructures such as market place and slaughter house in Luuq
 - Support to micro-small enterprises in Luuq
 - Rehabilitation of a hospital in Baidoa

THE **SOMALIA RETURN CONSORTIUM** – BRINGING UN AND NGOs TOGETHER ON DURABLE SOLUTIONS IN SOUTH CENTRAL SOMALIA, SOMALILAND, PUNTLAND

The UNHCR-led Somalia Return Consortium (SRC) was set up in 2012 to bring together United Nations agencies and NGOs¹ to provide standardized and coordinated assistance to IDPs returning to their area of origin in Somalia. SRC, in its next phase, requires integration with Resilience Consortia activities.

A credible and legitimate agenda: SRC and the post-Copenhagen focus on Durable Solutions

Its existence is now both credible and legitimate: the Somalia High Level Partnership Forum in Copenhagen recognised the need for Durable Solutions for the displaced to become an integral part of and mainstreamed in the Somalia Compact. SRC has a role to play in advancing the current programming, on the ground, on Durable Solutions and Resilience.

Ground presence: joining UN and NGOs in the field in South Central Somalia, Somaliland and Puntland.

SRC members are present in South Central Somalia, Puntland and Somaliland, supporting returns to areas in Lower Shabelle, Middle Shabelle, Bay, Gedo and Hiraa, as well as support in Puntland and Somaliland – reflecting a focus on South Central Somalia, home to 80% of the estimated 1 million IDPs in Somalia. Since operations began in mid 2012, more than **50,000 IDPs have been supported by the Return Consortium** to voluntarily return to their area of origin. The budget for 2012-2014 reached 27 million USD and the needs for 2015 are 45 million.

SRC is uniquely equipped to operationalise displacement in the New Deal:

- SRC is *the only joint UN – NGO initiative on solutions to displacement*
- SRC is linked to the resilience agenda *with communication and linkages to be strengthened*
- SRC has proven its ability to implement Durable Solutions on the ground *with strong coordination, oversight and accountability, including tailored programmes for livelihoods and for urban settings*
- SRC has undergone a process of evaluation and impact assessment undertaken by Samuel Hall in 2014 to highlight key areas of recommendations for strengthening durable solutions for IDPs in areas of origin. The Return Consortium has the tools required to ensure it operationalises durable solutions effectively.

Programmatically, SRC's focus in the next phase should fall on **creating synergies and linkages with the Resilience Consortia**. While contact between SRC and the various resilience consortia (including the UN Resilience Strategy) is maintained, further integration should be pursued. The level of complementarity between Durable Solutions and Resilience programming is recognised by UNHCR and SRC but remains limited due to limited exchange of information.

What should be the focus of a Durable Solutions – Resilience Integrated Approach according to SRC?

- Working jointly to improve access to basic services
- Engage return communities
- Reduce consequences of shocks
- Introduce inclusive and integrated initiatives to strengthen resilience in areas of return, *before* (preparing the grounds for return) and *after return* (sustaining gains made during and upon return).

UNHCR and the Somalia Return Consortium consider it a paramount importance to integrate the Durable Solutions and Resilience approaches. SRC is prepared to explore a new phase of the IDP return programme to synchronize support to Somali IDPs with resilience activities – which in turn will improve lives and livelihoods in the receiving communities in Somalia, a key goal under PSGs 4 and 5.

¹ SRC members are UNHCR, WFP, DRC, FAO, INTERSOS, IOM, Islamic Relief, Mercy Corps and NRC.

STOCKTAKING OF PROGRAMMES ON RESILIENCE AND DURABLE SOLUTIONS IN THE NEW DEAL - A FOCUS ON PSGs 4 AND 5

According to UNDP, resilience is a “transformative process of strengthening the capacity of people, communities and countries to anticipate, manage, recover and transform from shocks”². This framework implies a threefold approach: coping with increased humanitarian needs, recovering from the socio-economic consequences of a crisis, and guaranteeing the sustainability of development gains to promote community and household self-reliance. In other words, resilience is not only a hyphen between humanitarian and development actors, but an approach that would bring them together while “aligning their assessment and planning tools”.

A rapid assessment of existing programmes on resilience and durable solutions shows that PSG 4 and 5 have unequal representation of activities geared either towards resilience or durable solutions for returnees and IDPs. This mapping was done based on projects funded under the New Deal, as of the February 2015 stocktaking done by the World Bank’s database team.

An analysis of Tables 1 and 2 reveal 10 key findings to inform future strategies on operationalizing durable solutions in the New Deal:

1. Each PSG presents varying degrees of representation on resilience: resilience is more often paired with employment generation, productive sectors and environment management, than with human development and service delivery.
2. Overall Durable Solutions has gained more momentum than Resilience in UN-led initiatives, while NGOs have been more active in furthering the resilience agenda

Yet,

3. Resilience programming takes precedence over Durable Solutions under PSG 4
4. Durable solutions programming has gained more leverage than Resilience in PSG 5
5. Hence, Resilience programming can be strengthened in PSG 5 with dedicated programming, and similarly for Durable Solutions under PSG 4
6. Matching the two can provide an impetus for greater coordination, visibility and donor support at a time of budget cuts under both PSGs 4 and 5
7. UNHCR has strong partners to work with on Durable Solutions with complementary programming led by ILO, IOM, UN-Habitat
8. UNHCR can liaise with the Resilience Programme – through the DSRSG to create bridges between UN agencies, while continuously bringing in the voice of NGOs on both Durable Solutions and resilience
9. The donor base is strong – Italy, Japan, Denmark, Germany and Switzerland – but remains imbalanced with more focus on resilience under PSG 4 than on durable solutions.
10. Integration of IDPs is a focus area under PSG 5 – and needs to be established as such under PSG 4.

² UNDP, 2013, Position paper: A resilience-based development response to the Syria crisis, p. 22

PSG 4 / ECONOMIC FOUNDATIONS

Table 1. Resilience and Durable Solutions Programmes under PSG 4				
Agency	Category	Sub-sector	Title	Counterpart
ON RESILIENCE				
AfDB	Multilateral	Environment management	Building resilience to water stress in Somaliland	Ministry of Finance
AfDB	Multilateral	Environment management	Drought resilience and Sustainable Livelihoods Program	Ministry of Finance
AfDB	Multilateral	Employment creation	Socio-Economic Reintegration of Youth-At-Risk in South central Somalia	Ministry of Human Development & Social Services
Denmark	Bilateral	Environment management	Supporting productive capacities for food security and resilience	National CSOs
Australia	Bilateral	Productive sectors	Somalia Resilience Program 2013-2016	
EU	Multilateral	Productive sectors	Economic Development Programme for Growth and Resilience Phase III	
FAO	UN Agency	Productive sectors	FAO Resilience Programme	
Germany	Bilateral	Productive sectors	Rebuilding rural resilience in Southern Somalia	Food and Agriculture Organization
Switzerland	Bilateral	Productive sectors	FAO Resilience sub-program	
UNICEF	UN Agency	Environment management	Resilience Programme – Community based basic services	Interministerial
UNWOMEN	UN Agency	Employment creation	Women Economic Empowerment	National CSOs
WFP	UN Agency	Environment management	Protracted relief and recovery operations	Ministry of Transport
DURABLE SOLUTIONS				
ILO	UN Agency	Employment creation	Durable solutions for Somali refugee returnees through Repatriation, Assistance and Promoting Sustainable Livelihood	Ministry of Interior & Federal Affairs
IOM	UN Agency	Employment creation	Women Somalia II – Diaspora-led projects for small business start-ups and job creation in rural areas	
IOM	UN Agency	Employment creation	Migration Crisis Operations	
Japan	UN Agency	Employment creation	Durable Solutions for Somali refugee returnees through Repatriation, Assistance and Promoting Sustainable Livelihood	Ministry of Interior & Federal Affairs
Japan	Bilateral	Productive sectors	Promoting human security of migrants and mobile populations in Somalia through humanitarian assistance	Ministry of Interior & Federal Affairs

Source: World Bank, February 2015, Data for PSG working group document.

PSG 5 / REVENUE AND SERVICES

Table 2. Resilience and Durable Solutions Programmes under PSG 5				
Agency	Category	Sub-sector	Title	Counterpart
ON RESILIENCE				
UNICEF	UN Agency	Human development	Boys and girls including youth are protected from abuse, violence, exploitation and neglect	National CSOs
Italy	Bilateral	Human development	Strengthening resilience of Somali population against natural disasters and conflict through community-based mechanisms and processes	
DURABLE SOLUTIONS				
IOM	UN Agency	Service delivery	Women Somalia II Diaspora-led project to improve health of women and their children in returnee/IDP settlements in Somalia	
IOM	UN Agency	Service delivery	Migration Health and WASH Programme	Ministry of Health
Italy	Bilateral	Human development	Towards Durable solutions: Supporting the return of Somali IDPs	
Japan	Bilateral	Service delivery	Promoting human security of migrants and mobile populations in Somalia through humanitarian assistance	Ministry of Health
Japan	Bilateral	Integration of IDPs	Shelter Provision, Reintegration and Improved Livelihoods for Returnees and IDPs in Somaliland	Somaliland MRRR
Japan	Bilateral	Integration of IDPs	Continuation of Integration of Long Term IDPs into the Host community	Ministry of Interior
Japan	Bilateral	Integration of IDPs	Shelter Provision, Reintegration and Improved Livelihoods for Returnees and IDPs in Somaliland	Somaliland MRRR
UN-Habitat	UN Agency	Integration of IDPs	Continuation of Integration of Long Term IDPs into the Host community in Bossaso	Ministry of Interior
UN-Habitat	UN Agency	Integration of IDPs	Shelter Provision, Reintegration and Improved Livelihoods for Returnees and IDPs in Somaliland	Somaliland MRRR
UN-Habitat	UN Agency	Integration of IDPs	Shelter Provision, Reintegration and Improved Livelihoods for Returnees and IDPs in Somaliland	Somaliland MRRR
UNHCR	UN Agency	Human development	Achieving durable solutions for returning refugees to Somalia through comprehensive reintegration support in Luuq, Baidoa and Kismayo districts	Ministry of Interior
UNHCR	UN Agency	Human development	Achieving durable solutions for IDPs through assisting local integration in Galkayo	Ministry of Interior

Source: World Bank, February 2015, Data for PSG working group document.

3. EXISTING FRAMEWORKS ON DURABLE SOLUTIONS

Resilience and Durable Solutions have gained varying degrees of visibility under PSGs 4 and 5. Beyond the programmes being accounted for under the New Deal, NGOs have been the most active on the implementation front. Hence, to discuss operationalization durable solutions in the New Deal requires to re-think NGOs' involvement in the New Deal.

BUILDING ON THE CONSORTIUM MODEL: RESILIENCE AND DURABLE SOLUTIONS (BOTTOM UP APPROACH TO DURABLE SOLUTIONS)

How to best engage the development side on the work of humanitarian actors on durable solutions? How to bridge the humanitarian – development divide? On the ground, this is being achieved through a bottom-up approach: the Consortium model on resilience paves the way for durable solutions and development actors to step in. UNHCR supports this model and will ensure through its 2015 strategy that it can influence Consortium activities to be implemented in areas of high returns and displacement in Somalia.

Resilience is the underlying theme to support durable solutions through long-term programming, multi-sector strategies, analysis and advocacy. It is a key outcome of the High Level Partnership Forum (HLPF) in Copenhagen and a key message supported by the SRSR/RC/HC. A meeting on resilience with donors, UN agencies and NGO resilience initiatives on February 6, 2015 re-emphasized the linkages and overlap between resilience and durable solutions. A meeting among UN agencies took place on 25 February 2015 to discuss durable solutions for the Somali displaced and further discussion is ongoing on how to better link resilience and durable solutions initiatives.

Donors are supporting key consortia in implementing resilience – covering the humanitarian and development process – through both humanitarian and development funding. Donors are using resilience as a way to bridge their humanitarian and development funding. It is the case for DFID as well as the European Union. These consortia also hold the promise for UNHCR of linking up with durable solutions.

Consortia have key strengths that complement UNHCR's durable solutions mandate – calling for a close coordination by UNHCR of its activities with SomRep, BRCiS and ACTED. These strengths are: a global vision, a long-term vision, a common membership to facilitate coordination, an ability to respond to crises immediately (fast decision making, fast turnaround of cash and procurement), while maintaining ambitious multi-year humanitarian funding, and an emphasis on lessons learned and monitoring and evaluation.

The key consortia and partners to engage with on resilience and durable solutions are:

- ✓ **BRCiS and SomRep joint activities on resilience programming**
 - Members:
 - ADRA, ACF, CARE, CESVI, Concern, COOPI, DRC, NRC, OXFAM, Save the Children and Wold Vision International.
 - Geographic coverage:
 - South Central Somalia
 - Five target programming areas
 - Resilient livelihoods - productive capacity and asset creation; diverse, shock resilience livelihoods; local institutional capacity building
 - Social Safety Nets – cash transfers; early warning, early action & DDR
 - Natural resource management

- Local capacity building: potential for strong linkages to regional and federal disaster management authorities
 - Research: learning and knowledge sharing; vulnerability and livelihood systems; social safety nets effectiveness; measuring resilience through community baselines; best practices
- ✓ **ACTED and ADESO**
 - Social Safety Net Program Consortium
 - Durable social safety nets focusing on resilience and livelihoods
- ✓ **UN agencies – led by FAO – WFP – UNICEF – have developed a strategy on resilience presented in Istanbul at the Somalia Conference in May 2012.** Since 2012, five pilot projects in Dollow and other locations in Puntland and Somaliland have been delivered. The UN resilience strategy was jointly developed by the three agencies – with FAO having the lead on productive services, UNICEF on basic services and WFP on...? This is a key strategy to align with UNHCR’s durable solutions strategy: mapping locations of high return, mapping integrated strategies and multi-sector approaches to both resilience and durable solutions.

BUILDING ON REGIONAL FRAMEWORKS FOR DURABLE SOLUTIONS

(TOP-DOWN APPROACH TO DURABLE SOLUTIONS)

Displacement in Somalia is a regional issue – cyclical natural disasters and conflict have caused secondary and tertiary movements within and outside of Somalia’s borders affecting the stability of an entire region. The regional framework is essential to securing durable solutions. Several initiatives have been developed to take on the regional and multi-sectorial approach. These include the Solutions Alliance Framework, and the Regional Durable Solutions Secretariat (ReDSS). These regional initiatives were developed to go beyond the humanitarian agenda to unlock solutions for the displaced in and out of Somalia. How can they provide a platform to assist development actors in planning durable solutions?

Common membership. These frameworks bring together UN agencies and NGOs involved in the resilience consortia and Somalia Return Consortium. ACTED, Care, DRC, IRC, Oxfam, the Refugee Consortium of Kenya and World Vision are part of the ReDSS. The Solutions Alliance was launched at the Copenhagen Roundtable held on 2-3 April 2014, to promote and enable the transition for displaced persons away from dependency towards increased resilience, self-reliance and development. Recognizing that Somalia is one of the most protracted displacement crises worldwide, it was agreed to establish a Solutions Alliance for Somalia (SAS) group to marshal support for evidence-based, participatory and enhanced political and economic analysis on durable solutions at the regional and operational level.

Addressing SAS challenges through NGOs: willingness and flexibility to take SAS to the local level. The SAS informal ‘Core Group’ comprises of UNHCR Somalia and Kenya, the Danish Embassy in Kenya, the World Bank, UNDP and the Regional Durable Solutions Secretariat (ReDSS) including DRC, IRC and other international NGOs. The Solutions Alliance is a network of members spanning states, donors, UN agencies, international financial institutions, civil society, regional organizations, private sector and academia that share a common understanding and acknowledge the SAS mission statement. The SAS has suffered from a lack of clear linkage with on-going initiatives on Somalia, including the New Deal, and a clear separation of roles and responsibilities at the field level. What are the implications of the SAS for Durable Solutions Programming? The key challenge to address for the future of SAS is to move it beyond a headquarter-driven process to one that can be transferred at the local level. NGOs should have a greater role in driving the SAS agenda – with resources and flexibility to move it forward.

SUPPORTING GLOBAL FRAMEWORKS FOR DURABLE SOLUTIONS

(External Support to Meet Global Priorities)

GISR - The High Commissioner's Global Initiative on Somali Refugees (GISR) was launched in 2013 to create dialogue and generate ideas for sustainable solutions for Somali refugees, through advocacy at global and strategic level. GISR is a UNHCR-led initiative that consults with refugee hosting states: the governments of Djibouti, Ethiopia, Kenya, Somalia, Uganda and Yemen, together with UNHCR, UNSOM, UNECA, IGAD and the African Union gathered in Addis Ababa in August 2014 to renew their commitment to finding durable solutions to the displacement crisis.

Within the GISR, a High-Level Panel on Somali refugees was convened in November 2013 in Geneva, bringing together 24 experts, including members of the Somali diaspora, civil society, academics, businessmen, former diplomats and senior UN officials, to identify priority areas to be addressed in the search for solutions, and generated a set of guiding principles.

On 20 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 the SRSG and DSRSG/HC/RC for Somalia, and representatives of the African Union, the Inter-Governmental Authority on Development and the UN Economic Commission for Africa. The participants adopted the Addis Ababa Commitment to jointly work on solutions and self-reliance, while preserving asylum space as long as conditions in Somalia were not conducive to large-scale return. The meeting also called on the international community to support host nations and Somalia and provide expanded resettlement opportunities for Somali refugees.

In consultation with affected states and other stakeholders, the GISR will generate a solutions plan for Somali refugees to be finalized at a global event in the summer 2015.

HOW DO NATIONAL, REGIONAL AND GLOBAL INITIATIVES ON SOMALIA COME TOGETHER: IN THEORY AND IN PRACTICE?

Common messages. All three regional initiatives have in common resilience, durable solutions, and agency: the need to change the lens through which the displaced are seen, making them agents, from assisted to empowered individuals who are to be consulted and accounted for in the dialogue on Somalia's reconstruction.

Common targets. All three frameworks provide support to the Federal Government of Somalia, increase coordination and enhance stakeholder consultations – they now need to include a roadmap for deliverables. The common targets lead to a sense of overlap of initiatives. The end goal being to *inform* on the necessity to take on alternative responses to durable solutions – beyond a group of like minded agencies to reach those who have to take on the lead in the development phase: governments and development actors. Regional initiatives need to come together on the basis of information: what information and how to release it? A joint information sharing process must be designed.

Identifying the added value and complementariness of initiatives.

1. Policy influence – GISR's lead:

- a. GISR acts on a legal and political level through UNHCR – to ensure the safeguard of asylum spaces, ensure voluntary, safe and dignified returns, and bring a change of vision from seeing the displaced as a burden to an opportunity.

2. Multi-sectoral programming – SAS's lead:

- a. The Solutions Alliance Framework is a multi-sectoral network that cuts across the humanitarian-development divide, and brings together all actors ready to support the durable solutions agenda.

3. Operational lead – ReDSS:

- a. ReDSS focuses on the work of NGOs present on the ground and achieving the grunt of the work on durable solutions and resilience.

Combining the political and rights-based approach of UNHCR under GISR, the technical input of the SAS framework and its inclusive network, and the humanitarian implementation added value of ReDSS provides a multi-levelled platform for a collection of best practices.

Engagement between GISR, SAS, and ReDSS – Presenting achievements and obstacles: an online portal.

GISR can act at a political level to safeguard the rights of the displaced; the Solutions Alliance is taking initiatives to enhance the technical framework on indicators to achieve durable solutions; while ReDSS ensures NGO commitment to durable solutions. There is a clear division of responsibilities. A workshop should be organized in Nairobi to mark the start of monthly coordination meetings and the creation of an online portal to track results, release data and showcase best practices and critical obstacles to be solved.

Engagement with the Federal Government of Somalia through the Ministry of Planning and International Development – specifically, the Aid Coordination Unit is heavily involved in the structure of the PSG working groups, reviewing content and procedures. Requests should go through the Aid Coordination Unit to ensure a voice as part of the re-structuring, to ensure that Durable Solutions is on the agenda. Working closely with the Ministry of Planning, UNHCR can ensure that Durable Solutions are given a way into the PSG structures by presenting how Durable Solutions, linked with Resilience, can be part of the structure.

NEED FOR A TRANSITIONAL SOLUTIONS INITIATIVE (TSI) IN SOMALIA

“Durable solutions through enhanced self-reliance for refugees, IDPs and host communities”

The Transitional Solutions Initiative (TSI) is a global initiative spearheaded by UNDP, UNHCR and the World Bank – currently being piloted in Sudan and in Colombia. The TSI has proven successful in engaging humanitarian and development actors, bilateral and multilateral donors, through inter-agency collaboration and area-based interventions focusing on increasing the self-reliance of the displaced and host communities.

The TSI has overlapping membership and objectives as the PSGs 4 and 5 of the New Deal Compact for Somalia. Structured around rural livelihoods, vocational training and microfinance as a basis for enhanced self-reliance and resilience, the TSI is a proven example of what *could* work in the Somalia context. It is also a testament of the need for leadership by UNDP, UNHCR and the World Bank in Somalia and in support of the Federal government.

The focus is on sustainable local economy recovery – part of PSG 4 under the lead of the Government of Somalia and UNDP. Given the current political and security context in Somalia, piloting self-sustaining settlements makes sense by:

- ✓ Identifying locations of high return for development programmes
- ✓ Effectively assessing needs and local resources
- ✓ Providing a livelihoods and service-based approach in and around the settlements
- ✓ Ensuring tailored innovations and community ownership
- ✓ Setting up community-based and remote monitoring and evaluation
- ✓ Highlighting best practices and lessons learned
- ✓ Ensuring alignment of regional initiatives with international frameworks
 - TSI
 - IASC Framework

UNHCR’s key partners in this process are:

1. The Federal Government of Somalia – committed to support the durable solutions agenda
2. UNDP – The United Nations Development Programme has a lead role to play on development
3. The World Bank – A key technical actor supporting UNHCR and the Solutions Alliance in identifying key indicators for implementation of durable solutions

On March 9-11, 2015, with the leadership of UNHCR and DRC, the World Bank is contributing to the Solutions Alliance Regional Durable Solutions Framework. Members of SAS – World Bank, UNHCR, Danish Embassy (Danida), and ReDSS under the lead of DRC, will be meeting to develop the first draft of the Framework. In addition to tailoring the IASC framework indicators to fit the Somali context, the gathering will take stock of progress made by various organizations to address durable solutions needs of the displaced and set the baseline to measure future progress.

This baseline will be the basis upon which a catalogue of best practices can be collated and presented to development actors under PSGs 4 and 5: presenting the work to be done by the FGS and UNDP in the framework of the New Deal Compact. The results framework will incorporate relevant indicators and serve as a tool to coordinate future activities on durable solutions for Somali refugees and IDPs.

4. OPERATIONALIZING RESILIENCE AND DURABLE SOLUTIONS: THE CREATION OF A SUB-WORKING GROUP UNDER PSG 4 & 5

Displacement has not made it on the agenda of the Compact and its PSGs as a crosscutting issue. It is now time to remedy this situation based on a common agreement led by the Federal Government of Somalia. Discussions are being led now to define the plans, programmes and activities of each PSG. The FGS is chairing the PSG meetings and has committed to ensuring that the needs of the displaced will be addressed. UNHCR seeks to clarify its involvement: from a lead, to a supporting and transition role to ensuring that the emergency, early recovery and development transition is made in the best interest of the displaced. The table below suggests key activities in line with UNHCR's Return and Reintegration Handbook.

COVERING THE NEEDS OF THE DISPLACED AT **THREE KEY STAGES:** **EMERGENCY, TRANSITION, DEVELOPMENT**

	EMERGENCY STAGE	TRANSITION STAGE	DEVELOPMENT STAGE
HUMANITARIAN EMERGENCY ASSISTANCE (reintegration packages, non-food items, cash grants, agricultural tools)		INITIAL SUPPORT TO RETURNEES / IDPs REPATRIATION OF REFUGEES RELIEF IN POST-CONFLICT SETTINGS	
PSG 1: INCLUSIVE POLITICS (Reconciliation, peace building)		FOSTERING RECONCILIATION AND CO-EXISTENCE DEVELOPMENT OF AREAS LEFT BEHIND FOR POLITICAL/ETHNIC REASONS PEACEBUILDING ACTIVITIES FOSTERING CIVIL SOCIETY RETURNEE PROTECTION MONITORING	
PSG 2: SECURITY (Mine awareness, demining, security sector reform, DDR)		DEMINEING AND MINE AWARENESS CAMPAIGNS IMPROVEMENT OF RELATIONS WITH NEIGHBOURING COUNTRIES DDR/SMALL ARMS CONTROL SECURITY SECTOR REFORM	
PSG 3: JUSTICE (governance, national protection, documentation, property rights)		DEVELOPMENT OF GOVERNMENT ADMINISTRATION RULE OF LAW AND JUDICIARY SYSTEMS HUMAN RIGHTS PROMOTION HOUSING LAND AND PROPERTY RIGHTS	
PSG 4: ECONOMIC FOUNDATIONS (Livelihoods, sectoral linkages, markets and trade, private sector)		INCOME GENERATING ACTIVITIES/EMPLOYMENT CREATION DEVELOPMENT OF SOCIO-ECONOMIC ENVIRONMENT FOOD SECURITY / INCREASE IN FOOD PRODUCTION POVERTY REDUCTION AND SUSTAINABLE LIVELIHOODS DEVELOPMENT OF ECONOMIC INFRASTRUCTURE PROMOTION OF INDUSTRY	
PSG 5: REVENUE AND SERVICES (Infrastructure, schools, clinics, water points, shelter, feeder roads)		REHABILITATION OF BASIC INFRASTRUCTURE ASSISTANCE TO HEALTH, WATER SUPPLY, SANITATION AND EDUCATION ASSISTANCE FOR SHELTER	
CROSS-CUTTING ISSUES (Capacity building of federal and local authorities, communities, civil society, gender awareness, youth, community development)		COMMUNITY DEVELOPMENT GENDER AWARENESS CAPACITY BUILDING YOUTH	

AREAS WHERE UNHCR PLAYS A MINIMAL ROLE **AREAS WHERE UNHCR PLAYS A SUPPORTING ROLE** **AREAS WHERE UNHCR PLAYS A LEAD ROLE**

UNHCR'S ROLE SHOULD PEAK DURING THE EARLY TRANSITION STAGE AND DIMINISH SIGNIFICANTLY AFTERWARDS.

PSGs are gaining traction and are in the process of setting priorities – this is the time to ensure that Durable Solutions feature in all PSG plans and activities.

The displaced have three equal options of Durable Solutions – to be made available by the FGS:

- *Return to place of origin*
 - *Local integration*
 - *Settlement elsewhere*
-

Priorities for 2015:

- *Timely response to new IDP caseloads and referral to protection services where available*
 - *Adequately representing protection principles in provincial action plans*
 - *Including IDPs in all reconstruction plans*
 - *Developing a common understanding on the rights of the displaced*
 - *Raising the funds for the implementation of durable solutions*
 - *Building the capacity of key stakeholders – at the federal, regional and local levels*
 - *Giving a voice to the displaced*
 - *Bringing NGOs and civil society to the table*
 - *Launching a dedicated sub-working group for Resilience and Durable Solutions under PSGs 4/5*
-

All stakeholders recognize the links between peace, stability and solutions for the displaced. Yet, there is no formal link established within each PSG. It is clear that IDPs and returnees are part of the Somali population and need to benefit like others. It is also clear that they have specific displacement-related needs and vulnerabilities. They may be marginalized unless special attention is given to them.

Too often, there is a tendency to recognize the vulnerability of the displaced – rather than their resilient behaviour: entrepreneurial capacity and survival skills. This calls for a special approach in the inclusion of the displaced to support the goals of the PSGs.

UNHCR realises that the main focus should be within PSGs 4 and 5 as they are livelihood support and service areas. The creation of a sub-working group has been promoted directly by the Ministry of Finance and the Ministry of Planning: co-leads of PSG4 and PSG5. The DSRSG/RC/HC is advocating for the creation of a resilience group. Yet, **resilience without durable solutions is unachievable in Somalia; and durable solutions cannot be achieved without resilience. Both are intrinsically linked.**

PSG 4 ECONOMIC FOUNDATIONS: GAPS FOR THE DISPLACED

The key gaps to economic recovery remain the sufficient integration of the displaced in:

1. Vocational training programs
 - a. Skills building in camps
 - b. Market and skills assessments in high return areas
 - c. Livelihood support in high return areas
2. Food security / increase in food production
 - a. Building the self-reliance of men and women
 - b. Addressing the issue of land: the economic potential
3. Engaging youth
 - a. Displaced youth voice a willingness to contribute to the reconstruction of their country
 - b. Lack of livelihood opportunities for displaced youth

PSG 5 SERVICES AND REVENUE: GAPS FOR THE DISPLACED

1. Rehabilitation of basic infrastructure:
 - a. Community enhancement to minimize secondary displacement in search of services
2. Assistance to water supply: the role of the private sector
 - a. Access to water through the private sector
 - b. Quality assessments in settlements and return areas
3. Assistance to education
 - a. Building a regional education strategy for Somali refugees through GISR – at the political level
 - b. Ensuring that SAS framework incorporates education as a key linkage between generations, national contexts and livelihood opportunities

WORKING WITHIN THE COMPACT FOR DURABLE SOLUTIONS: CREATION OF A RESILIENCE AND DURABLE SOLUTIONS SUB-WORKING GROUP

“The displaced in Somalia are precisely in a situation of ‘in between’ that resilience can address”

- Donor

The creation of a sub-working group under PSGs 4 and 5 dedicated to durable solutions is a proposal from the Federal Government of Somalia under the leadership of the Ministry of Planning and International Cooperation, the Ministry of Interior and the Ministry of Finance, with the support of UNHCR. Simultaneously, the DSRSG/RC/HC has advocated for the creation of a Resilience group overlapping with durable solutions at a meeting on February 6, 2015. Both processes should be aligned.

Both initiatives are necessary and complementary – resilience is linked to the durable solutions agenda and UNHCR can play a role in bringing the two together. Resilience will raise the profile of durable solutions. Resilience has the backing of donors (EU, DFID and others), is inherently a humanitarian-to-development process, and is the backbone of existing implementation-based consortia. Durable solutions on the other hand suffers from a lack of a strategy; rather coordination of strategies has taken over implementation. Yet, the key asset of the durable solutions agenda is that it has successfully the support of the Federal Government of Somalia. The new cabinet announcements in February 2015 have strengthened this direction with the appointment of Mr. Abdi Aynte as the Minister of Planning and International Cooperation. Mr. Aynte, in his previous capacity as Director of the Heritage Institute, Somalia’s first think tank, has researched, written on and advocated for the rights of the displaced.

NGOs are a part of both and actively implementing at the field level. Given the delays in setting up activities under PSGs, the creation of a **“Resilience and Durable Solutions Sub-Working Group”** can ensure that existing portfolios of activities are incorporated within the PSGs. This provides an added incentive for the Compact to integrate these initiatives as it:

- Presents PSGs with already on-going activities: a proven track record.
- Provides a platform for NGOs to influence the New Deal.
- Provides the opportunity for UNHCR to advocate for the needs of the displaced.
- Enters the strategy of the DSRSG/RC/HC for 2015 – hence ensuring a high level visibility.

Previous studies³ have highlighted key threats to the Compact’s success as being the lack of focus on resilience, social reconciliation and emphasis on the provision of quality basic services. Going forward, the Saferworld/WVI study argued for greater focus on community-based approaches, improved coordination with humanitarian and resilience efforts, to maximize the compact and SSA’s impact for all Somali citizens. Building on these lessons learned, the Resilience and Durable Solutions Sub-working group will address these gaps to bridge the humanitarian-development divide.

³ Saferworld/World Vision : [*Strengthening the New Deal from the Bottom up : Perspectives on the Somali Compact and Somaliland Special Arrangement \(SSA\) – Executive Summary*](#) .

5. ROADMAP FOR DURABLE SOLUTIONS IN SOMALIA IN 2015

This brief ends on a 10-point recommendations plan:

1. Creation of a Sub-Working Group under PSGs 4/5 on Resilience and Durable Solutions
2. Advocacy and strengthened dialogue with the DSRSG/RC/HC
3. Support to the FGS through the Ministry of Planning and International Cooperation
4. Global coordination through GISR and (possibly) Transitional Solutions Initiative
5. Regional coordination through the Solutions Alliance Framework
6. National coordination through input to the Constitutional drafting processes and Federal-Regional Administrations Technical Roundtables on Solutions for the Displaced
7. Local coordination through the existing Resilience Consortia/Somalia Return Consortium
8. Dialogue with lead NGOs – a system of checks and balances
9. Dialogue with displaced communities – triangulating information
10. Accountability and Theory of Change – monitoring, lessons learned and feedback process

1. A SUB-WORKING GROUP ON RESILIENCE AND DURABLE SOLUTIONS UNDER PSGs 4 / 5

The creation of a sub-working group on Resilience and Durable Solutions comes with a set of key trade-offs. The strengths of this approach are: a greater visibility and influence; building on the momentum post-Copenhagen; integrating the new direction taken by donors away from humanitarian/development funding to thinking strategically of resilience funding; adopting a long term approach that seeks to make populations resilient to shocks for sustainable outcomes and durable solutions. The weaknesses lie in the fact that the current system is over-loaded with sub-working groups, that are either poorly attended or poorly managed; establishing one group can lead to de-emphasizing the cross-cutting nature of durable solutions. Yet this study argues for the establishment of a sub-working group to be able to move to action rather than continued conversations. UNHCR has invested time and energy, created strong relations with the Government, now it needs to integrate the UN system, development actors and more strategic New Deal actors in the framework. The next recommendation goes in this direction.

2. ADVOCACY THROUGH THE SRSG AND DSRSG/RC/HC: A DEDICATED DISCUSSION

The need for a UN conversation on durable solutions was felt by stakeholders – whether internally or externally – asking for a UN-focused discussion on the establishment of a sub-working group on durable solutions. Sub-working groups are co-chaired by the Government and a lead international partner. Stakeholders shared their feedback that UNHCR could not become the de facto lead: such a decision needs to be taken at a consultative level, as a result of a process and a dialogue between agencies. The next step will be an internal discussion – to be broadened to include members of the NGO community, actively working on the ground to agree on the validity of the set-up, the terms of reference and membership should the consultations render a positive outcome. Furthermore, UNHCR will need to be more politically engaged under the UN leadership to ensure that the SRSG and the DSRSG/RC/HC – on the frontline of political dialogue – can push for the durable solutions agenda through briefs, situation reports and presentation of data in an easy-to-read, easy-to-circulate fashion to build the momentum at the highest political levels. The SRSG will be in a unique position to take such notes to prime ministers and ministers to explain what concrete actions are expected. This will in turn contribute to building the capacity of government where it might be needed.

3. SUPPORT TO THE FEDERAL GOVERNMENT OF SOMALIA

Government counterparts called for a need for more information sharing and the necessity to hold presentations over the first trimester of 2015 to inform governmental counterpart of UNHCR's strategy on durable solutions. These presentations need to incorporate the concept of resilience as an easy way to tackle multi-dimensional problems, to map existing initiatives and build government capacity. In addition, the current constitutional process that states are working on is an entry point for durable solutions. Lastly, a key question will be: how to work with the regions – Puntland and Somaliland – and the new south-western province. Once established, the sub-working group can make that link.

One key focus of capacity building of the government should be the IASC Framework for Durable Solutions, which provides a comprehensive tool for determining solutions. It should be used to serve as a practical tool for government counterparts: feeding training sessions and providing guidance to governmental and international actors alike on how to adapt the framework to the national context of Somalia.

Two Federal-Regional Technical Roundtables on Solutions for the Displaced, facilitated by UNHCR, took place in Nairobi (November 2014) and Mogadishu (January 2015) with delegates from the Somali Federal Government, Interim Juba Administration, Interim South West Administration, Puntland and Somaliland. Another roundtable should take place in March-April 2015. The roundtables are aimed to support a fruitful exchange of resources, ideas and lesson learned on solutions, at humanitarian/technical level, among the different Administrations that have been a key asset in providing assistance and solutions for the displaced.

4. GLOBAL COORDINATION THROUGH GISR / TRANSITIONAL SOLUTIONS INITIATIVE

Lessons learned from other contexts should contribute to the discussions on durable solutions in Somalia. The pilot programs in Sudan and Colombia on the Transitional Solutions Initiative have proven to be a successful embodiment of UNDP – UNHCR – World Bank collaboration on durable solutions. Similar initiatives did not materialize in other contexts like Afghanistan. However, a SWOT analysis should be carried out to assess the relevance of the TSI to the Somali context. At a time of global budget cuts in UNHCR operations, a re-alignment with UNDP and World Bank would ensure sustainability of action. Partnerships will enhance cooperation and results, while global coordination can be enhanced through the framework of the GISR.

5. REGIONAL COORDINATION THROUGH THE SOLUTIONS ALLIANCE FOR SOMALIA

UNHCR is committed to being a constructive partner in moving forward the SAS agenda. At the onset of the forthcoming WB-led workshop on the SAS framework, UNHCR will remain committed to a constructive and forward thinking dialogue to place the SAS framework within broader initiatives with the government. GISR, Solutions Alliance and ReDSS need to present achievements and obstacles to durable solutions – as the main outlet of information on the issue: to give visibility and manage information. A workshop should be organized in Nairobi to mark the start of monthly coordination meetings and the creation of an online portal to track results, release data and showcase best practices and critical obstacles to be solved. This online portal will then become the reference point for development and policy actors in reference to displacement and durable solutions issues.

6. NATIONAL COORDINATION THROUGH INPUT TO THE CONSTITUTIONAL PROCESSES / TECHNICAL ROUNDTABLES ON SOLUTIONS FOR THE DISPLACED

The constitution building process provides opportunities for durable solutions to be incorporated as a key priority for reconciliation and consensus. Constitution building is a requirement of peacemaking; the inclusion of the displaced is a requirement for state building. UNHCR and its partners can provide their input to the process by representing the voices of the displaced – through a participatory process. This will ensure that the socio-political integration of the displaced is not overshadowed by the economic recovery component.

7. LOCAL COORDINATION THROUGH THE EXISTING RESILIENCE CONSORTIA

BRCIS, SomReP, ACTED and ADESO are fully prepared to align their resilience and social safety net programming with durable solutions: this will require a rapprochement between UNHCR and the consortia. This coordination can happen on a case-by-case basis in South Central Somalia, looking at the needs of specific communities, districts, villages to strengthen the food security, coping mechanisms, livelihoods and market access of IDPs and returnees through key resilience milestones.

8. DIALOGUE WITH LEAD NGOS

NGOs currently have the greatest coverage and access to the displaced in Somalia. They are also more flexible, more action oriented, than UN agencies. This is an asset – beyond the implementing partner relations, however, UNHCR has operational partners: the Danish Refugee Council and ReDSS particularly. NGOs do not have a space at the PSG table – and do not necessarily want it in order to safeguard their humanitarian neutrality. UNHCR can allow their views to be represented while protecting NGOs from being identified as close to the government.

UNHCR will also closely work with IOM to better understand the operational capacity of government entities such as the Disaster Management Agency (DMA). Donors are prepared to fund capacity-building efforts, yet, this will require first an assessment of needs.

9. DIALOGUE WITH DISPLACED COMMUNITIES – DURABLE SOLUTIONS’ SOFT FACTORS

Embedding civil society and adopting a participatory process with displaced communities are the key weaknesses of the current New Deal process: with hard factors taking over soft factors such as social representation and giving the displaced a voice. Inherent to GISR and other regional frameworks is the empowerment of the displaced, from victims to agents of change. Durable solutions are not only about ending poverty. Advocacy is required, and the voice of the displaced is required, to ensure that soft factors are linked back to economic factors and to the broader durable solutions agenda.

10. ACCOUNTABILITY AND THEORY OF CHANGE

While it is agreed that stakeholders know and acknowledge the displacement crisis in Somalia, while people understand the scope of the problem, the political agenda is lacking. UNHCR is accountable to the displaced, but beyond UNHCR, all stakeholders are accountable: displacement is a development, security and stability issue for Somalia, and for the entire region. Discussions with donors should be framed around security and stability of an entire region.

UNHCR and the Return Consortium released in 2014 an analysis of return conditions for IDPs. More research, analysis and data will be needed to set a baseline against which to compare change over time. This will fulfil two objectives: first, to ensure that programmes are cost-effective; second, to effectively engage in a paradigm shift: from a humanitarian logic based on bilateral funding and one year cycles to more complex models built around multi-year, multi-partner (consortium) funding. This will allow moving from a project to a progress model: by understanding the scenario of progress in a programme, adjusting interactively, with flexibility, to improve programming. UNHCR and its partners will need to document – throughout 2015, at regular intervals – best practices and lessons learned: to understand what is structurally linked to the context, to the actors involved or factors that are de-linked from the stakeholders' control (conflict, disasters etc.).

CONCLUSION

The role of the sub-working groups is to coordinate and monitor the implementation of the New Deal. The frequency of meetings is expected to increase in 2015. This is the time for UNHCR to systematically attend PSG meetings, engage through joint planning, coordination and decision-making to give visibility to durable solutions. This requires dedicated staff at UNHCR Somalia tasked with liaison and advocacy.

As PSGs are currently under discussion, as the state constitutional processes are ongoing, and as the new cabinet has been announced, the timing is ripe for durable solutions to be pushed on the agenda.

The Ministry of Planning could take the lead on the broader 'Resilience and Durable Solutions' sub-working group, with the support of the UN DSRSG/RC/HC, and the technical backing of UNHCR, UNDP and the World Bank. The Government will have to guarantee consistency in meetings and coordination to ensure that the messages make it to implementation. The Government must improve communications with stakeholders and involve NGOs and civil society at the table. Internally within the UN family, discussions will require naming the agency in charge of co-chairing the sub-working group. For the Government to be able to live up to these standards, UNHCR will be a key ally in ensuring technical information sharing and capacity building. Government counterparts raised concerns about the lack of information and data on the needs of the displaced. UNHCR can take the lead with ReDSS in releasing information that serves to support government policy and strategy design. It is not a lack of will but a lack of information that curbs efforts for durable solutions. Furthermore, government counterparts requested for more presentations, discussions, bilateral meetings to understand the scope and response to displacement. Lastly, government stakeholders require the presence of technical advisors in Somalia – and not in Nairobi. A schedule of technical capacity building sessions, workshops and meetings on durable solutions will have to be planned for 2015 to maintain momentum.

Donors have a key role to play in bridging the gap between humanitarian and development actors as they can fund both – especially with the focus on **resilience** as a process that spans humanitarian and development objectives. The immediate next steps rest on internal UN dialogue (UNHCR, DSRSG/RC/HC and sister agencies) to strengthen the resilience and durable solutions strategy; planning for a series of presentations and information with the government; a constructive input to the SAS framework and coordination meetings for regional frameworks with key counterparts – DRC and donors. Under the lead of the RC/HC, a workshop for UN and NGOs will need to be organized to agree on a calendar of action points for 2015 to further the durable solutions agenda.



CONTACTS (TBC)

RESOURCES (TBC)

Reference Documents

Research Studies