



LOCAL INTEGRATION FOCUS: SOMALILAND 2018

# DURABLE SOLUTIONS ANALYSIS

Review of existing data and assessments to identify gaps and opportunities to inform (re)integration planning and programming for displacement affected communities



## EXECUTIVE SUMMARY

### INTRODUCTION

Internal displacement in Somaliland is complex, driven over the years by multiple, inter-linked factors including insecurity, drought, and other disasters. Multiple displacements are common, and both protracted and recently displaced IDPs are located mainly in urban centers such as Hargeisa and Burao. The Government of Somaliland has taken positive steps in responding to displacement and planning for durable solutions for IDPs. A National Internal Displacement Policy was finalized in 2015 and, at the time of writing, the National Displacement and Refugee Agency (NDRA) is also finalizing its 5-year Strategic Plan. In July and August 2018, the Regional Durable Solutions Secretariat (ReDSS), supported by the Somaliland Durable Solutions Consortium (SDSC), conducted a durable solutions analysis focused on IDPs. The analysis identified gaps and opportunities for three durable solutions processes: 1) voluntary relocation, 2) voluntary return and reintegration, and 3) local integration. It is hoped that the findings and recommendations will help to inform the policy and practice of the Government of Somaliland, operational agencies, and donors.

### OBJECTIVES AND METHODOLOGY

The objectives of the durable solutions analysis were:

1. To identify gaps and opportunities for durable solutions planning and programming.
2. To identify the specific needs and vulnerabilities of IDPs, through comparing their situation to that of the host population.
3. To develop recommendations to inform durable solutions-focused policy and practice.

Gap and opportunities for durable solutions (Objective 1) were identified through an analysis of the legal and policy environment; the response to internal displacement (plans, strategies, actors, coordination and funding); and the characteristics and dynamics of internal displacement. Specific needs and vulnerabilities of the IDP population (Objective 2) were analyzed under the 3 criteria- physical safety, material safety, and legal safety- of the ReDSS Durable Solutions Framework. A focus was placed upon ensuring a participatory process and consensus-building approach throughout. The analysis team conducted a secondary data review, 46 key informant interviews (KIs), and 12 focus group discussions (FGDs). A stakeholder consultation and validation workshop was also held in September 2018 in Hargeisa.

## FINDINGS

### CHARACTERISTICS OF THE IDP POPULATION

IDPs in Somaliland can be found in urban, rural and peri-urban areas, living in settlements or among the host population. Movement between place of displacement and place of origin is common for IDPs; there is also a prevalence of split households with some members, usually male, remaining in rural areas to tend to agricultural land or livestock.

The protracted IDP population consist of a mix of IDPs from Somaliland, mainly displaced by previous droughts; former refugees who have returned from Ethiopia from the 1990s onwards; economic migrants who have moved to the city for a better life, and who tend to be labeled "IDPs"; and a small number of individuals displaced from South-Central Somalia. The majority of recently displaced IDPs in Somaliland were forced to leave their homes from late 2016 onwards by the drought. Loss of livestock and land was a significant factor in their displacement. The frequency and severity of drought has increased over the past decade in Somaliland, and this trend is likely to continue in the coming years, placing an increasing number of people in rural areas at risk of displacement.

## THE SPECIFIC NEEDS AND VULNERABILITIES OF IDPS

The IDP experience is characterized by conditions of poverty, low incomes, inadequate access to services, insecure tenure, and exposure to protection risks, particularly for women and girls.

### Physical safety

IDPs are generally more exposed to safe and security threats than the host population, including theft, assault and various forms of gender-based violence. The situation in many IDP settlements (i.e. overcrowding; a lack of lighting; a lower police presence; a higher prevalence of gangs; and a lack of household latrines) exacerbates the level of risk for many IDPs. IDP women are also exposed to risk when traveling outside of settlements. On a positive note, relations between IDPs and the host population are mostly good; IDPs usually settle in areas with the same sub-clan, and therefore enjoy strong social and protective networks.

### Material safety

**Food security** has improved significantly in the last year; this is a testament to the effectiveness of the humanitarian response. According to FSNAU data, IDPs are more likely to be in IPC Phases 2, 3 and 4, and IDPs displaced by the 2016/2017 drought are among the most food insecure. IDPs generally experience worse **access to basic services** to services than the host population. However, it should also be noted that influxes of IDPs into urban areas place pressure on existing services, adversely impacting upon access for the host population. The prevention of installing permanent infrastructure in many IDP settlements undoubtedly inhibits access to water and sanitation. In terms of access to education, a recent inter-agency assessment found that school attendance was lower for IDP children than host population children. Many IDP settlements have no health facilities, and those that have experience shortages of staff and medicines and offer limited services.

IDP household incomes tend to be considerably less than those of the host population, particularly for those who have been displaced by the 2016/2017 drought. Most IDP households earn small incomes from casual labor (predominantly construction work). Women are increasingly engaged in selling products at markets, or working as domestic workers. In terms of **housing, land and property**, IDPs living in temporary settlements are vulnerable to land disputes and an increasing trend of forced evictions. There is a lack of land available for the relocation of IDPs, and a lack of land ownership in place of origin also presents a major barrier to return for IDPs, particularly those in protracted displacement.

### Legal safety

There is a lack of data available comparing **access to documentation** for IDPs and the host population; the level of birth registration is generally very low in Somaliland. Unsurprisingly, **family separation** is more common among IDPs; the majority of these separations are not accidental, but rather part of a deliberate livelihood strategy. There is a paucity of information available comparing the situation of IDPs and the host population for 2 further ReDSS Framework sub-criteria- "**Participation in public affairs**" and "**Access to justice and remedies**".

## GOVERNMENT POLICIES AND INSTITUTIONS RELEVANT TO DURABLE SOLUTIONS

The **National Displacement and Refugee Agency (NDRA)** was established in January 2018. The NDRA's key roles in relation to IDPs include coordination, policy/strategy formulation and oversight, and facilitating durable solutions. At the time of writing, the **NDRA's 5 year Strategic Plan (2018-2022)** is being finalized. The IDP component of the strategy places a strong focus on durable solutions. An Internal Displacement Policy was also finalized in 2015. There is a need to enhance the capacity and resources of the NDRA to support the full implementation of the Policy and Strategic Plan. Somaliland also has a **Disaster Risk Management Policy** and a **Drought Recovery Strategy**. Although neither of these documents is focused on displacement, they outline recovery and resilience guidance and interventions that would help to minimize future displacement, and help to put in place conditions necessary to enable voluntary return.

## RECOMMENDATIONS

Recommendations are presented in three thematic areas:

- A. Strengthening information and knowledge on displacement;**
- B. Operationalizing policies and plans relevant to durable solutions; and**
- C. Implementing durable solutions-focused interventions.**

### A. STRENGTHENING INFORMATION AND KNOWLEDGE ON DISPLACEMENT AND DURABLE SOLUTIONS

#### 1. Increase the availability of relevant data to inform solutions planning and programming

Better data is required on the following:

- Overall IDP numbers, displacement locations, and areas of origin, disaggregated by age, gender and different vulnerability types (e.g. disability);
- Future aspirations and settlement intentions of IDPs (i.e. return, local integration, relocating to another area), and an understanding of the support that would be required to influence their future decisions on settlement;
- Specific needs, vulnerabilities, threats and opportunities in places of displacement;
- The situation in potential areas of return and relocation: current status and absorptive capacities of services; analysis of markets and income earning opportunities; and mapping of existing resilience and development interventions.

Such information will help to inform area-based interventions that support the achievement of durable solutions. The NDRA should lead on strengthening data gathering and management, and international actors and donors should invest in enhancing their capacity to do so. An initial first step would be to conduct a longitudinal aspirations survey to determine the future settlement preferences and aspirations of the IDP population, and to understand the conditions and support that would need to be in place to enable the return and reintegration of those who are considering this as an option.

#### 2. Increase awareness of durable solutions concepts and approaches

Key informants highlighted the need to increase the awareness and knowledge of government stakeholders, within ministries and at regional and district level, as well as staff from UN Agencies and NGOs. ReDSS conducted an initial durable solutions training in Hargeisa April 2018, and there is a clear need for further such trainings. However, capacity development efforts should extend beyond one-off trainings; other approaches, such as peer-to-peer workshops and the provision of technical support should also be explored.

### B. OPERATIONALIZING POLICIES AND PLANS RELEVANT TO DURABLE SOLUTIONS

#### 1. Ensure the implementation of the Internal Displacement Policy, and NDRA's 5 year Strategic Plan

These should be seen as the 2 key documents in guiding approaches to finding durable solutions for IDPs. In order to ensure their full implementation the following will be critical:

- Dissemination and awareness raising on the content of the Policy and the Strategic Plan. This could include dissemination workshops and consultations at national, regional and district-level, as well as with donors.
- Development of an action plan for the IDP component of the 5-Year Strategic Plan, with collective outcomes, and a clear set of actions that need to be undertaken, as well as a monitoring and evaluation framework. This would provide a clear framework for the development of area-based plans in areas of displacement and areas of origin.
- Enhancing the capacity and resources of the NDRA to adequately lead on the implementation and monitoring of the Policy and the 5 Year Strategic Plan.

#### 2. Adopt a “whole of government” approach to durable solutions, through the incorporation of a focus on displacement and solutions within relevant development policies and plans

These would include regional and district development plans, as well as the sectoral plans of line ministries. A focus on displacement and durable solutions should also be incorporated into coordination mechanisms at national and sub-national levels, and the leadership role of national and local authorities within these

mechanisms should be promoted and supported by humanitarian and development actors. The meaningful engagement of other critical local actors, most notably local NGOs and the private sector, should also be fostered within durable solutions planning and coordination.

#### 3. Improve the linkages between durable solutions planning and the recovery and resilience agenda

The Drought Recovery Strategy and Disaster Risk Management Policy do not explicitly mention displacement and durable solutions, but they are clearly relevant to durable solutions planning in terms of putting in place the conditions conducive for return, and also in terms of preventing/minimizing future displacement. This calls for continued close collaboration between NADFOR and NDRA, and ensuring that there is joined up action planning for the Drought Recovery Strategy (encompassing activities implemented under the Recovery and Resilience Framework) and NDRA's 5 Year Strategic Plan, to ensure that recovery and resilience interventions support and facilitate durable solutions for IDPs. At the project level, there is also a need for closer collaboration between actors working in urban/peri-urban IDP settlements, and those working on resilience building interventions in rural areas.

### C. IMPLEMENTING DURABLE SOLUTIONS-FOCUSED INTERVENTIONS

#### 1. Prevention and investment into early solutions

Somaliland will continue to experience recurrent, climate-related displacement. Ensuring a robust response to displacement will remain crucial, however, a greater focus needs to be placed on systematic preparedness in order to lay the foundations for durable solutions planning. This calls for:

- Investing in building resilience in areas likely to be affected by future droughts, as a means of supporting early return of IDPs, and also preventing/minimizing future displacement;
- Scaling up safety net programs, and ensuring the inclusion of displaced and returnee communities within these;
- Strengthening early warning systems; and
- Mainstreaming displacement and solutions within development plans and policies to factor in the needs of displacement-affected communities, and the strain that displacement is likely to place on services.

#### 2. Voluntary Relocation

Given that many IDPs will wish to remain in urban locations, the efforts of municipal authorities and other government entities to identify land for relocation should be redoubled. The relocation process must be government-led, with the mobilization of UN and NGO stakeholders to ensure that there is adequate protection, access to services, economic opportunities and transport/road linkages in places of relocation. A clear action plan for each relocation should be developed, which should include a timeframe for the eventual handover of service provision to government entities/local authorities.

The lessons learned from previous relocation exercises should be used to guide future relocations. A simple checklist/guidelines for relocations could be developed, which would encompass:

- Ensuring the voluntariness of the relocation;
- Engaging the displaced population and receiving population (population in areas of relocation) in the planning and management of the relocation;
- Assessing the area of relocation: economic opportunities, access to services etc.;
- Identifying linkages with existing/potential development interventions from which the relocated population might benefit, e.g. road construction, construction of health/education facilities etc;
- Mobilizing stakeholders to support the relocation: shelter, services, protection, food security and livelihoods; and
- Putting in place guarantees that those being relocated will obtain permanent land titles.

#### 3. Voluntary return and reintegration

Planning on return and reintegration must be informed by better data on IDPs' future settlement intentions/preferences, the kinds of support they might require to help them return home, and better data on their areas of origin. The support required for return and reintegration is likely to include:

- Support to agriculture and fisheries: provision of inputs (seeds, tools), training, supporting market access, increasing access to credit etc.;
- Support to pastoralists: restocking, livestock management, and establishment of pasture reserves;
- Alternative livelihoods: support to diversification of livelihoods, cash for work and cash transfers;
- Strengthening health, education and nutrition services in areas of origin; and
- Water: drilling of boreholes, dam construction.

Support to return and reintegration should be area-based, ensuring that holistic, joined up support is provided in areas of early return and/or potential return. Support could initially be provided on a pilot basis, with pilot areas chosen for the following reasons:

- They are areas that have seen early returns, or are areas of high potential return (based on the expressed preferences of IDPs).
- There are existing development and resilience building interventions (similar to those highlighted above) being undertaken in these areas.

#### **4. Transitional solutions in place of displacement**

Permanent, durable solutions are likely to remain out of reach (at least in the short to medium term) for a large proportion of Somaliland's IDPs for the following reasons:

- The lack of available land for relocation;
- Many IDPs' will be unwilling to return;
- The lack of funding to support large-scale voluntary return; and
- New displacement in the future due to climactic events.

For these IDPs, a “transitional solutions” approach, which focuses on building self-reliance and resilience (not just of IDPs but also of the host population and of local institutions), should be adopted. While recognizing that durable solutions may not be achievable, efforts can still be made to increase the social, economic and legal integration of IDPs.

Based on the findings of the durable solutions analysis, priority interventions in such an approach would include:

- Enhancing protection services, including GBV response services.
- Establishing greater protections against, or in the event of, forced evictions, through increased application and monitoring of Section 4 of the Internal Displacement Policy. This would include strengthening the ability of customary justice mechanisms to play a mediating role.
- Increasing access to economic opportunities: establishment of self-groups; support to small businesses; support to vocational training; cash for work.
- Strengthening voice and accountability in displacement-affected communities.
- Upgrading of services and infrastructure: this would help to increase the value of land, and may provide a basis for landowners making a part of their land available for permanent settlement.

#### **5. Ensuring that durable solutions-focused interventions are “adaptive”**

In pursuing the 3 solutions processes highlighted above- voluntary relocation, voluntary return and reintegration, and transitional solutions- a flexible and adaptive approach should be adopted. This means that durable solutions planning and programming should have an in-built flexibility, and be capable of adapting based on 1) changes in context and 2) learning on what works and what does not vis-à-vis durable solutions processes in Somaliland. Adaptive durable solutions planning and programming in Somaliland can be aided by the following:

- Flexible, multi-year funding from donors;
- Periodic solutions analyses, which pay particular attention to the legal and policy environment; disaster and displacement dynamics; the actors involved (and not involved) in addressing displacement; and the vulnerabilities, capacities and needs of displacement-affected communities.
- The meaningful engagement of displacement-affected communities in the planning and management of durable solutions processes, including the establishment of effective feedback mechanisms.
- Developing collective outcomes, and monitoring progress towards these.



**Safety and security/Protection**

IDPs are generally more exposed to protection risks than the host population.

**Social Cohesion**

Relations are mostly good between IDPs and the host population.



**Food security and nutrition**

The situation has improved significantly over the past year, but IDPs, and new IDPs in particular, are more likely to experience food insecurity.

**Access to water and sanitation**

The situation is generally worse for IDPs than it is for the host population.

**Access to education**

IDPs generally have poorer access to education than the host population.

**Access to healthcare**

IDPs tend to have poorer access to health services than the host population.

**Access to job creation/economic opportunities**

Although the situation for protracted IDPs is similar to that of the host population, new IDPs face more struggles in accessing economic opportunities.

**Restoration of housing, land and property**

For the most part, IDPs have weak security of tenure. Their lack of secure tenure in place of displacement and place of origin greatly inhibits the establishment of durable solutions, as does the availability of land for relocation.



**Access to documentation**

Access to documentation Not enough information available to rate this sub-criteria.

**Family reunification**

Unsurprisingly, IDPs are more likely than the host population to experience family separation. The vast majority of separations are intentional, and used as part of a coping strategy.

**Participation in public affairs**

Not enough information available to rate this sub-criteria.

**Access to effective remedies and justice**

Not enough information available to make a comparison between IDPs and the host population

*All indicators refer to the attainment of benchmarks for IDPs in comparison to the host community*

- The situation of IDPs is similar or better than for the host population.
- The situation of IDPs is worse than for the host population
- The situation of IDPs is significantly worse than for the host population, with significant displacement-specific vulnerabilities and/or discrimination existing.
- Inadequate data is available to rate this criteria



**GOAL**

**DISPLACEMENT AFFECTED COMMUNITIES LIVE IN SAFETY AND DIGNITY WITHOUT DISCRIMINATION**

**IMPACT**

**COLLABORATIVE STRATEGY**

Actors have agreed on key elements; gaps and responsibility sharing in terms of support durable solutions

**COLLECTIVE ACCOUNTABILITY**

Actors have agreed to collectively amass and share data according to agreed solutions framework thus increasing collective accountability and aiming to catalyze a wider change

**INCLUSIVE APPROACH**

Actors have agreed to ensure solutions are

- Anchored in an understanding of the situation of the host environment
- Based on input of priorities and perceptions of the displacement affected communities

**KEY DOMAINS OF CHANGE**

**KNOWLEDGE AND EVIDENCE ON DURABLE SOLUTIONS**

- Holistic overview of solutions and solutions environment
- Progress of solutions
- Contributions to solutions

**PRACTICE IN SUPPORT OF SOLUTIONS**

- Data collection / monitoring / involvement
- Joint programming
- Policy and decision making based on evidence

**OUTPUTS**

**SOLUTIONS FRAMEWORK TOOL DEVELOPED**

- Guidance
- Standard data collection protocol to support disaggregation of data
- Online tutorial

**DISSEMINATION OF LEARNING**

- Practitioners and policy makers learning events
- Quarterly update including challenges

**APPLICATION OF THE FRAMEWORK**

- Publications and reports
- External evaluation
- Lessons learnt on participatory and consensus building process involving multi stakeholders and sectors

**Appropriateness: Solutions work is people centered – a community lens approach is used**

- Availability of beneficiary 'inputted' data
- Stakeholders confirm usage of beneficiary data
- Participatory process and displacement affected communities surveys
- Framework owned by stakeholders

**Coverage: Focus is on displacement affected communities so to ensure involvement of host communities and support a do no harm approach**

- Different context and target groups to pilot and test it and to build a database of lessons learnt

**Effectiveness: Solution work is holistic approach addressing physical, material and legal safety**

- Data is collected on the three safety elements (physical, material and legal safety)
- Implementers consider programming in all three areas
- Policy makers (government and donors) address all the areas

**Efficiency: a standard data protocol to support disaggregation of data for better analysis, targeting, coordination and accountability**

- Level of input / over time
- Depth of analysis that can be made from aggregated data
- Coordination and connectedness with other initiatives and groups (IASC durable solutions working group, Solution Alliance)
- Standard data protocol and guidance note available
- Framework adopted/ used in different regions



**ReDSS**  
Unlocking Protracted Displacement



**CONTACT INFORMATION**

Regional Durable Solutions Secretariat  
Danish Refugee Council-Horn of Africa & Yemen  
Lower Kabete Road (Ngecha Road Junction)  
P.O. Box 14762-00800, Westlands, Nairobi.

**Office:** + 254 20 418 0403/4/5

**Email:** [info@regionaldss.org](mailto:info@regionaldss.org)

**Website:** [www.regionaldss.org](http://www.regionaldss.org)

**Funded by**



**MINISTRY OF FOREIGN AFFAIRS  
OF DENMARK**

*Danida*