



Somalia. Internally displaced woman vendor explains how she did not have an income-generating activity prior to the construction of the market shed and how the shed has given her an opportunity to start a business.
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Somalia

Data and Analysis to Inform Collaborative Approaches to Finding Durable Solutions

1. Context

Internal displacement in Somalia is primarily an urban challenge, as internally displaced persons (IDPs) flee rural areas affected by conflict, violence and disasters in search of shelter, safety and assistance in city centres and peri-urban areas. The capital city of Mogadishu has the largest concentration of IDPs, with about 500,000 people living in

1,082 sites.¹ Urban centres like Baidoa and Kismayo also host sizeable IDP populations.

The Federal Government of Somalia has taken significant steps in recent years to lead efforts to achieve durable solutions for its country's remaining 2.6 million people internally displaced over past decades.² In November 2018, the Government established a Durable Solutions Unit within the Ministry of Planning, Investment and Economic

Development, later complemented by a National Durable Solutions Secretariat that brings together 14 government entities, including the Office of the Prime Minister. These coordination bodies seek to ensure that IDP durable solutions policies, strategies and programmes are coordinated with and integrated in the National Development Plan, the National Social Development Road Map, and other relevant instruments. In March 2020, the Government ratified the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention). As of October 2020, the Federal Government was developing national IDP legislation, with the support of an international IDP expert,³ and was also finalizing a national Durable Solutions Strategy.

Coordination on durable solutions for IDPs between the international community and the Somali Government takes place under the umbrella of the Durable Solutions Initiative (DSI), launched in early 2016 by the Federal Government of Somalia and the Deputy Special Representative of the Secretary General, Resident and Humanitarian Coordinator (DSRSG/RC/HC)⁴, with support of the Deputy Prime Minister. This DSI is now transitioning to a fully owned national initiative led by the National Durable Solutions Secretariat.

2. Description of the practice

As the focus of the Government of Somalia and the international community has shifted to finding durable solutions for IDPs after years of humanitarian assistance, data collection and analysis on internal displacement have likewise evolved to measure and monitor IDPs' progress in resolving their displacement-specific needs. This evidence base, in turn, has contributed to the development of national and sub-national initiatives, policies and strategies on durable solutions.

Concerted efforts to address durable solutions for IDPs began after 2012, with the official end of a severe famine that had displaced millions of Somalis and the inauguration of the new Federal Government of Somalia. Many IDPs were living in similar locations as the larger urban poor population that had also faced hardship related to drought, conflict and insecurity. Given the overwhelming needs, some humanitarian actors questioned whether IDPs' needs and vulnerabilities differed substantially from the larger humanitarian caseload. The majority of data on internal displacement at that time was related to the movements of IDPs,⁵ with sectoral information collected by international humanitarian actors to inform their respective programming activities often relying on satellite data. The Government and aid actors lacked baseline data to compare IDPs' situations to the wider population, which complicated efforts to identify which protection and assistance needs were linked to displacement, as opposed to the challenges shared by the population at large. The Government also lacked national census data.⁶

As a first step towards addressing these data challenges, two profiling exercises were undertaken in Mogadishu and Hargeisa using a collaborative, participatory and transparent methodology to bring together government authorities, NGOs and UN entities, with technical support provided by the Joint IDP Profiling Service (JIPS) and REACH.⁷ Beginning in Mogadishu in 2014, the Protection Cluster's profiling working group joined with the Somalia Disaster Management Agency within the Ministry of Interior and Federal Affairs and with the Banadir Regional Administration responsible for the City of Mogadishu to generate a shared, empirical evidence-base to inform a durable solutions strategy for the city. Completed in 2016, this exercise showed that IDPs in Mogadishu were, among other issues, consistently less well educated and less likely to be employed as compared to their non-displaced Somali neighbours living in the same informal settlements. By contrast, the 2015 profiling

exercise in Hargeisa, led by the Somaliland Ministry of Repatriation, Rehabilitation and Reconstruction and UNHCR, concluded that IDPs, with some exceptions for people from south-central Somalia, largely shared the same vulnerabilities as their neighbours. This pointed to the need for a long-term, urban development approach to support durable solutions rather than continued humanitarian assistance.⁸ Approximately half of the IDPs in Mogadishu and well over half in Hargeisa also expressed their wish to permanently remain in their current location, contrary to previous assumptions that most IDPs wanted to return to their places of origin.

As evidence emerged confirming that many IDPs did, in fact, face specific challenges impeding their ability to find durable solutions, humanitarian, development and peacebuilding actors began working together to develop and implement programmes to support durable solutions. For example, NGOs participating in the RE-INTEG project, a 2017-2020 European Union-funded consortia project to support the (re) integration of IDPs and returnees, invited the Regional Durable Solutions Secretariat (ReDSS), an NGO consortium based in Nairobi, to join the project as a learning partner to support programme design and documentation of emerging lessons learnt.⁹ In particular, the project partners wanted to develop a common project monitoring and learning framework to assess whether their programme improved IDPs' lives in accordance with the IASC Framework on Durable Solutions. Consulting with the partners, ReDSS adapted its Solutions Framework,¹⁰ which operationalizes the IASC Durable Solutions Framework through 28 indicators, to the RE-INTEG's project in Somalia by identifying common outcome indicators across the consortia project's result matrix to develop a Collective Outcomes Monitoring Framework. The framework was complimented by a monitoring plan that further explained the ten outcome indicators, and a set of survey questions to gather information on each.¹¹

Over time, actors working on durable solutions programmes in Somalia¹² identified IDPs' perceptions and feelings of integration as important non-material components of achieving durable solutions that were not adequately reflected within the IASC Durable Solutions Framework. Thus, building on the ReDSS Solutions Framework, the Danwadaag Consortium¹³ developed the Local Re-Integration Assessment (LORA) framework as a project tool in 2019 to measure the extent to which IDPs have locally integrated and to guide the use of future resources to address IDPs' remaining needs.¹⁴ LORA uses eight IASC Framework criteria complemented by additional indicators related to IDPs' perceptions on durable solutions and social cohesion, drawn from the Interagency Durable Solutions Indicator Library,¹⁵ to measure local integration using both subjective and objective indicators.

In an effort to support durable solutions work in Somalia more generally, the annual Aspirations Survey was created through a participatory process involving government authorities, NGOs and UN entities¹⁶ to introduce a longitudinal approach to understanding how IDPs' intentions with respect to durable solutions may change over time. Drawing on data collated from short-term intention surveys conducted by partners, the Aspirations Survey complements LORA by examining multiple dimensions of IDPs' vulnerabilities and sense of belonging in four Somali cities: Baidoa, Dollow, Kismayo and Mogadishu. Using disaggregated data, the analysis compares 500 hundred families representing different groups of IDPs, host families and non-hosting families in urban areas over a four-year period (2019 to 2022) to better understand the factors that inform IDPs' decisions to stay in a given location or move, these factors falling into five thematic areas: displacement patterns, economic development, social integration, perceptions of safety and security, and housing, land and property.¹⁷

National humanitarian and development planning processes in Somalia have also

sought to streamline data collection and analysis across sectors and areas of activities relevant to durable solutions for IDPs. For example, in response to the 2016-2017 drought, the Somali Government, the World Bank, UN agencies and the European Union developed the Drought Impact and Needs Assessment (DINA), which quantified the physical, economic and human impacts, as well as recovery and resilience-building requirements.¹⁸ Using a methodology developed through consensus with participating partners, the assessment complemented existing government and humanitarian data with surveys and remote sensing tools to inform the 2018 Recovery and Resilience Framework action plan.¹⁹ Similarly, Joint Multi Cluster Needs Assessments related to humanitarian action, coordinated by the OCHA through REACH, have brought together the authorities, clusters and partners and, through a consensus-building process, achieved a final set of conclusions accepted by all parties. Three separate multi-year project consortia addressing durable solutions, funded by DFID, EU and Danida respectively, similarly used an integrated needs assessments system developed with the support of their common learning partner, ReDSS, rather than creating three separate systems, thereby further strengthening coordination.

3. Results for internally displaced persons and others

IDP operational data and evidence in Somalia have played an important role in generating broad support across government, humanitarian and development actors to prioritize durable solutions at the highest political level. Notably, the initial 2016 profiling exercise in Mogadishu enabled the identification of displacement-specific vulnerabilities not shared by the general population.²⁰ With an agreed, common

evidence base, the Benadir Regional Administration could work with humanitarian and development partners to explore options for durable solutions in Mogadishu, which among other things, ultimately led to the recent 2020-2024 Benadir Regional Administration's Durable Solutions Strategy.²¹ Both profiling processes also drew attention to the needs of IDPs across Somalia to achieve durable solutions. The profiling exercise's conclusions and operational humanitarian data on IDPs underscored the relevance of the Durable Solutions Initiative. In particular, the finding that many IDPs did not wish to return prompted an expanded dialogue about alternative durable solutions, including the viability of local integration. The profiling exercise, complemented by the Protection Cluster's Eviction Tracker,²² also contributed to the creation of National Eviction Guidelines,²³ and informed the 2019 National Policy on Refugee-Returnees and IDPs.²⁴ In particular, the technical advisory board members, which included government officials and the international community,²⁵ offered advice to the Government based on available evidence to ensure that the National Policy addressed the IDPs' key protection and assistance challenges.

Longitudinal and comparative analysis on displacement has also enabled DSI partners to engage development actors in a dialogue about displacement as an "impoverishment factor," with those actors subsequently tailoring their programmes accordingly to address durable solutions.²⁶ For instance, displacement-focused and displacement-disaggregated data was incorporated in the World Bank High Frequency Survey by using the Somalia Poverty and Vulnerability Assessment Tool to understand and address the intersections between poverty, vulnerability, livelihoods and internal displacement in Somalia in order to inform policies that build resilience and longer-term development.²⁷ Notably, by comparing the situation of displaced and non-displaced households, the World Bank's micro-data analysis applied within a durable

solutions framework establishes connections between the causes of displacement and IDPs' aspirations, assets and needs, including differences within a country.²⁸ This enables policymakers to develop more precise policies and programmes.

4. IDP participation

In addition to providing information to operational partners about their living conditions and aspirations, IDPs and displacement-affected communities have also played a role in analysing the data and contributing to recommendations deriving from that data. For example, as part of the Aspirations Survey, IDPs, host communities, local authorities, UN agencies and NGOs were invited to joint analysis workshops in Mogadishu and Baidoa to discuss key findings and to develop collective recommendations based on those findings. ReDSS also plans to translate the survey conclusions into Somali to share the findings with participating communities.

The Common Social Accountability Platform, developed by the Africa's Voices Foundation in collaboration with the Benadir Regional Administration and ReDSS, also explored the potential of using interactive radio programmes to gain a better understanding of IDP and displacement-affected communities' perspectives on durable solutions in Mogadishu. The Platform held four call-in radio programmes aired on five radio stations. Listeners were asked to answer questions by text message on issues related to support for displaced people, local integration in Mogadishu, the prevalence of discrimination against displaced people, and solving eviction challenges.²⁹ The radio programmes also included interviews with policymakers and aid organizations, such as a representative from the Benadir Regional Administration, who explained the Government's new IDP policy.³⁰ The Common Social Accountability Platform used this information from over 3,000 people (some 50

per cent representing displaced persons and 40 per cent women) to inform displacement-related programming, such as where to establish social cohesion programmes in Mogadishu and to identify potential solutions to eviction challenges.³¹ The Office of the DSRSG/RC/HC has replicated the study in Baidoa and Bossaso.

5. Challenges

Humanitarian organizations have been collecting information about the location and immediate protection and assistance needs of IDPs since 2006, using increasingly sophisticated tools such as the UNHCR-led Protection and Return Monitoring Network system, REACH's detailed site assessments, and IOM's Displacement Tracking Matrix. Yet, as operational partners in Somalia discovered, monitoring IDP's progress in achieving durable solutions requires a different set of data tools that can measure IDPs' displacement-specific needs as compared to the needs of non-displaced Somalis over a sustained period of time. Limited government population data to establish a baseline initially hindered a comprehensive overview of what is required to achieve durable solutions. Somalia now faces an abundance of data on internal displacement, although still largely related to individual sectors of the responses or macro-level data. Thus, the challenge lies in how to bring together diverse data sources across peacebuilding, development and humanitarian action to arrive at shared analysis and common standards related to preventing and resolving protracted displacement.³²

The Somali Government's capacity to collect and use data on IDPs has grown in recent years in collaboration with international NGOs and UN agencies. To meet the IMF's requirements for debt relief, in February 2020, the Government of Somalia upgraded the Directorate of National Statistics to a National Statistics Bureau within the Ministry

of Planning, Investments and Economic Development (MOPEID) to coordinate and streamline the collection, compilation, analysis, publication and dissemination of statistical information. In particular, the Intergovernmental Authority on Development (IGAD) and the World Bank are supporting the Government in developing a consolidated national system for collecting and analyzing displacement-related data.³³ More specifically, the World Bank has invested in building the capacity of the National Statistics Commission to collect population data, including on displacement. In April 2020, the Federal Government initiated its first Somalia Health and Demographic Survey to analysis demographic and household information related to health, water and sanitation, education, and employment.³⁴ The Government of Somalia is also a member of the Expert Group on Refugee and IDP Statistics, which has been discussing how to measure when displacement has ended. The Government established a Durable Solutions Unit in the Ministry of Planning, Investments and Economic Development. At the municipal level, technical durable solutions working groups have been established in Baidoa and Kismayo, and a Durable Solutions Unit was established in the Benadir Regional Administration in October 2019.³⁵

The Durable Solutions Working Group and the Migration, Displacement and Durable Solutions Sub-Working Group have played a key information sharing role, facilitated common operational objectives related to durable solutions programming, and has enabled displacement-related data to be channelled into relevant national planning processes. Most notably, data shared by operational partners documenting IDPs' specific needs has also contributed to the Durable Solutions Initiative's ultimate success in advocating for the inclusion of internal displacement specific indicators across the four pillars of Somalia's ninth National Development Plan (NDP9) adopted in December 2019.³⁶ ReDSS and durable solutions partners have also mapped how

the IASC Durable Solutions Framework corresponds to the UN Sustainable Development Goals, to further advance discussions about how development actors can contribute to durable solutions programming.³⁷ Data collection and analysis on durable solutions could be further improved through joint analysis using common indicators and tools, as well as expanded household and sectoral studies in displacement-affected communities to assess the impacts of durable solutions-related interventions. For example, the World Bank is exploring how to capture changes related to durable solutions in its Somalia High Frequency Survey.³⁸ Stakeholders must also continue to support the Government in developing national, sub-national and municipal-level data systems that respond to IDPs' longer-term needs and encourage greater coordination in data collection and analysis amongst peacebuilding, development and humanitarian actors.

6. Lessons Learned

The experience in Somalia has shown the importance of coordinating data collection and analysis in the same way as operational partners coordinate programming.³⁹ Projects addressing durable solutions need to bring together humanitarian, development and peacebuilding actors' different priorities, objectives and methods. Experience from the RE-INTEG process highlighted that establishing a shared theory of change with respect to finding durable solutions helped delineate a "causal pathway" to advance (re) integration and guide collective efforts to address displacement-affected communities' vulnerabilities.⁴⁰ This common understanding can then guide what data is required to develop, monitor and evaluate a project. For example, in 2016/2017, ReDSS facilitated agreement amongst its members and partners on a set of shared Durable Solutions Programming Principles to collectively guide partners' work on durable solutions.⁴¹

Having a shared vision about the project's overall objectives is particularly critical at the methodological design stage for data collection and monitoring to understand *why* specific sets of data are needed, such which indicators best reflect a particular project's theory of change.⁴² In 2017, the OCHA and its partners first developed collective outcomes for durable solutions, which were then revised to align with the UN Development Cooperation Framework's social development pillar and the National Development Plan.⁴³ As mentioned above, RE-INTEG's Collective Outcomes Monitoring Framework also drew on common indicators used by the NGOs that best measured progress in achieving the project's operational objectives for five IASC durable solutions criteria.

At the national level, coordination on durable solutions between the Government and the international community takes place within the Resilience Pillar Working Group and Sub-Working Group on Migration, Displacement and Durable Solutions, under the Somalia Development and Reconstruction Facility.⁴⁴ The Durable Solutions Working Group, co-chaired by the UN Durable Solutions Coordinator in the DSRSG/RC/HC's office and ReDSS, has enabled operational partners to share their methodologies and findings with the Government and other partners, amplifying the impact of operational data and analysis for use in advocacy, policy development, and operational programming on durable solutions. For instance, in 2018 the UN Resident Coordinator's Office and ReDSS led a process to jointly revise the RE-INTEG project's Durable Solutions Programming Principles with the working group's NGO and UN members. The revised version was ultimately endorsed by the Federal Government of Somalia in 2019 to guide all work on IDP durable solutions in the country.⁴⁵ The same year, the Government also adapted the Collective Outcomes Monitoring Framework to create a Durable Solutions Performance Matrix that includes common indicators related to durable solutions.

The data collection and analysis processes on durable solutions can also benefit from the expertise of actors external to the process. For example, when developing its methodology for the IDP Aspirations Survey, ReDSS established a technical advisory committee that included non-project partners to request their advice about how to improve the survey's methodology to meet the project's objectives, and, subsequently, what joint recommendations could be drawn from the data at the analysis stage. This collaborative approach not only improved the overall data collection and analysis process, but also increased the likelihood that government, NGO and UN agencies not participating in the project would use the findings because they understood the relevance of the recommendations. In terms of facilitation, operational partners in the RE-INTEG project concluded that having ReDSS as a learning partner aided reflection on lessons learned, facilitated connections to other key actors working on durable solutions, strengthened overall knowledge, and helped project partners to develop a common vision.⁴⁶

7. Why this is a good example to share

IDPs in protracted displacement situations often blend within the wider population, making it difficult to design targeted and effective durable solutions programmes. To fully understand whether, and to what extent, IDPs have displacement-specific needs, humanitarian, development and peacebuilding actors need to re-assess their regular data collection and programming monitoring and evaluation systems and to find a way to work collaboratively to meet common goals. Humanitarian actors need to think longer-term and compare beneficiary groups to accurately assess IDPs' progress. Development and peacebuilding actors need to adapt their systems to recognize IDPs as

a group that may have specific needs and vulnerabilities that other citizens do not share. The Somalia example provides examples of data collection, analysis and monitoring tools

and processes that can help facilitate such collaborative programmes and policies on durable solutions for IDPs



Somalia. IDPs, returning refugees and host community members in Kismayo town showcasing their talent during a cultural event. © IOM UN Habitat | 2018

Endnotes

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- 11 Ultimately three common areas were selected following a lessons-learned workshop and three years of analysis: addressing IDPs' ability to exercise their rights, access to basic services and safety, and livelihoods. ReDSS, 'A Collective Outcomes Monitoring Framework for EU-REINTEG Partners (JSC, EIDACS and SDSC Consortia): Overview Document' (ReDSS 2018) <<http://regionaldss.org/wp-content/uploads/2018/11/A-COLLECTIVE-OUTCOMES-MONITORING-FW-FOR-JSC-EIDACS-AND-SDSC-overview-document-EXT.pdf>> accessed 7 September 2020.
- 12 RE-INTEG was followed by two durable solutions-focused programmes in Somalia: Danwadaag ((IOM-led solutions consortium with NRC, CWW, SHACDO, Juba Foundation and ReDSS as partners) and the Durable Solutions Programme (DRC/DDG-led solutions programme with WYG and ReDSS as partners).
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