



BENADIR REGIONAL ADMINISTRATION
DURABLE SOLUTION UNIT
ANNUAL REPORT

2019

DSU Benadir

SECURING A MORE DIGNIFIED LIVING
FINDING NEW APPROACHES TO RECURRING CHALLENGES

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DURABLE SOLUTIONS UNIT
MOGADISHU, SOMALIA

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UNIT MANAGER

Foreword

As we reflect on the work of the Durable Solutions Unit in 2019, it gives us an opportunity to look to 2020 and beyond and to reaffirm our commitment to displacement affected communities (DACs). The Unit, established under a year ago, has made considerable strides in restoring the human rights of DACs and finding a permanent solution to the displacement crisis affecting Mogadishu.

Our city hosts the largest internally displaced population in Somalia with close to 850,000 Internally Displaced Persons (IDPs), a vast majority of whom have fled their places of origin due to violent conflicts, natural and manmade disasters for over three decades. This is also compounded annually by the repatriation of thousands of refugees from abroad.

We view protracted internal displacement as an urban phenomenon and are addressing it against the backdrop of increasing ongoing conflict and natural disasters, urbanization and growing rural-urban migration trends.

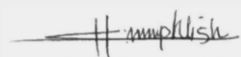
We would like to reiterate that Mogadishu is the capital of Somalia and home to all. The Benadir Regional Administration (BRA) commits to protecting and providing basic services to DACs until such a time that they make their intentions clear – IDPs and Refugee Returnees that intend to return home will be supported and assisted with resilience building to ensure a safe and sustainable return to the place of origin.

Though the needs are many – local government capacity building, infrastructure investment and private sector engagement are among the most critical needs for BRA going into 2020.

We have developed an IDP Policy, Evictions and Settlement Management Guidelines, and a Durable Solutions Strategy (2020-2025) that we expect for all government and international partners to subscribe to and utilize.

We thank all those who continue to support the plight of DACs and the development of our region.

Thank you,



Omar Mohamud Mohamed
Mayor of Mogadishu and Governor of Benadir Region.



About this Report:

This report highlights the progress and results achieved of the Benadir Regional Administration's (BRA) Durable Solutions Unit (DSU) for the **fiscal year (FY) 2019, starting 1 January 2019 and ending on 31 December 2019**. It has been prepared in accordance with the Mogadishu Municipality's rules on transparency and compliance as they relate to donor funded projects in the region. The annual report can be found on the unit's website at **www.dsu.so**

This report provides an overview of implemented activities across the 17 districts of Mogadishu, mainly as part of the EU-REINTEG project but also across the three targeted areas of focus of the unit - **Governance, Protection and Social Protection & Inclusion**.

This report also discusses the lessons learnt from the year 2019, and areas in which the DSU has identified as having potential for scale-up in the year 2020 and beyond.

Lastly, the report will highlight the Mogadishu Urban Durable Solutions Strategy which will guide BRAs durable solutions programming for the next five years (2020-2025).

Acknowledgements:

The work of the DSU would not have been possible without the support and the political will of the late Mayor and Governor of Mogadishu – Abdirahman Omar Osman (Eng. Yarisow). The plight of displaced communities and Mogadishu's urban poor requires a Somali-led and Somali-owned approach that begins at the local level and the late Mayor provided the unit to do just that.

We also acknowledge the financial support of the European Union, DFID-UKAid, and WFP who have championed government led approaches to addressing Somalia's development need. EU-REINTEG is the largest durable solutions investment in the country and paves the way for locally driven solutions.

We would like to also thank our implementing partners, UN-HABITAT, UNDP, UNHCR, IOM, DRC and NRC who have provided the technical support needed to fulfil the needs of such a large program.



Funded by the European Union



Department
for International
Development



UN HABITAT

IOM
UN MIGRATION

DANISH
REFUGEE
COUNCIL



NORWEGIAN
REFUGEE COUNCIL

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DISPLACED BUT NOT DISCOURAGED



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Executive Summary

Since the 1990s, displacement has been a continuous humanitarian crisis affecting families in Somalia. With the highest number of internally displaced persons (IDPs) recorded in South and Central regions of the country, inadequate access to basic services and the search for better living conditions has led to massive internal movements - resulting in rapid urbanization.

As conflict and environmental disasters continue across the country, the IDP population steadily grows and the demand for basic services provision continues to overwhelm the Municipality of Mogadishu. – a city that remains a hub for displacement-affected communities (DACs).

As displaced families from nearby regions attempt to re-establish themselves in the nation's capital; they find themselves in a precarious condition and afraid for their safety. Local authorities are at the forefront in addressing those concerns and responding to the complex needs of DACs until a durable solution to their displacement is found.

According to the Inter-Agency Standing Committee (IASC), a durable solution is achieved when an IDP no longer has specific needs linked to their displacement. This could be achieved by 1) Sustainable return 2) Sustainable local integration and 3) Sustainable integration in another part of the country.

Under the Office of the Benadir Governor and Mayor of Mogadishu, the Durable Solutions Unit (DSU) of the Benadir Regional Administration (BRA) was established in January 2019 and made responsible in finding dignified and sustainable solutions for displacement affected communities (DACs) in Mogadishu.

The unit was originally envisaged in the latter part of 2018 and during the programme review of the European Union funded programme titled *REINTEG: Innovative durable solutions for IDPs and returnees in Mogadishu through enhance governance, employment and access to basic and protective services*. EU-REINTEG is a multi-stakeholder partnership with the United Nations and NGOs and expected to run until 2021

Initially, the programme sought to establish a 4-person urban solutions task force (USTF) at BRA to facilitate and coordinate durable solutions in the region. This proved to be insufficient as the needs of the programme required greater capacity and expertise, thus paving the way for a larger team of which the USTF is a part of. In addition to EU support, DSU also received capacity support from WFP on food security, nutrition, and social protection issues in the region.

Asserting itself into an already NGO dominant environment, the unit was received well and revitalized community focused programming. The delivery of durable solutions and basic services provisions remain the prime role of local governments and though it has been difficult balancing the need to assume such a role in combination with the lack of expertise and systems needed at the local level – it is important to remember that for durable solutions to be realized, it has to be Somali-owned and locally led.

Though the challenges were many, the inaugural year for the unit was filled with many accomplishments and lessons learned. Significant strides were made towards better coordination and planning among multiple levels of government, partners and donors as it relates to durable solutions programming in Benadir Region. The outcome of these activities, as well as the strategic direction for the unit for the years 2020-2025 will be highlighted in this report.

The Unit

Our Mission:

To create an inclusive prosperous region in which displacement affected communities have access to basic services, economic growth and fully participate at all levels of government.

Our Vision:

To find sustainable solutions to displacement in Benadir Region.

Our Goals:

- Increased access to basic services
- Affirmative action favour of DACs
- Improve Economic opportunities and empowerment
- Reduction of protection risks
- Enhanced community cohesion and civic engagement

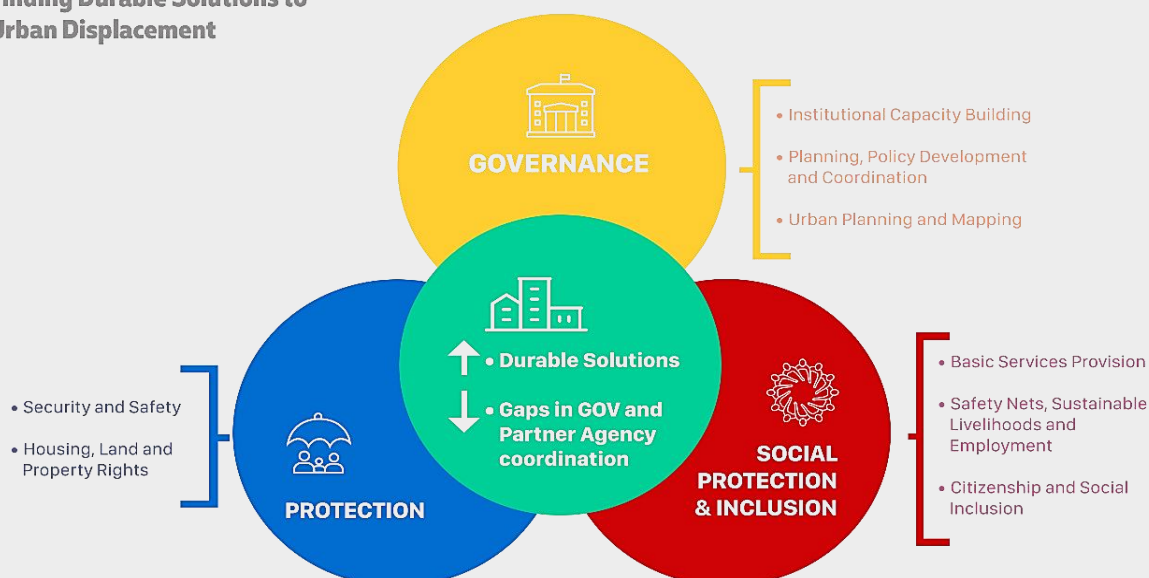
Our Role:

- TRANSLATE the Mayor's vision of phasing out displacement by developing solutions-frameworks and implementing rights-based policies
- ADVOCATE for a sustainable and dignified solution for DACs
- CREATE synergies between implementing durable solutions partners
- FOSTER linkages between BRA and FGS
- COORDINATE all partners and stakeholders
- FACILITATE interactions of partners and BRA technical branches with DACs
- PROMOTE networks of advocates that support all aspects of durable solutions (local integration, safe returns and resettlement)

Areas of Focus:

We work to maximize synergies between government and development partners to stimulate new thinking on recurring challenges. We strive to create an enabling environment that reverses urban displacement trends by bringing displaced citizen's voices at the forefront of the durable solutions discourse. Our core priorities are; reducing protections risks through a rights-based approach, increasing access to rights and basic services, promoting social cohesion and producing livelihood opportunities.

Finding Durable Solutions to Urban Displacement



Our Structure:

The DSU is currently composed of four key technical areas. In addition to these teams the DSU also consists of key technical skills – legal advisor, social protection expert, health & Nut

- Urban Planning
- Community Engagement
- Communications and Advocacy
- Protection & Housing, Land, and Property Rights (HLP)

Our Organizational Structure, as of 31 December 2019.

Mayor of Mogadishu
and
Governor of Benadir Regional Administration

MANAGEMENT	URBAN PLANNING	COMMUNITY ENGAGEMENT	COMMUNICATIONS & ADVOCACY	PROTECTION & HLP RIGHTS
Regional Humanitarian & Durable Solutions Coordinator Hodan Ali	Senior Urban Planner Jabril Abdullahi	District & Community Cohesion Officer Sagal Olad	Communications Support Isra Mohamed	Evictions Monitoring Coordinator Abdulkadir Adow
Unit Manager Shakur Ali	Jr. Urban Planner Abdifatah Kassim	District Displacement Liaison Officer Ali Farah	Outreach Officer Abdiwahab Jilow	USTF Legal Adviser Bathrudiin Abdirahman
Admin & Finance Director Abdirahman Ibrahim Admin Assistant Yassin Maahi <i>HR Support</i> <i>Procurement Support</i>	GIS (2) Abdullahi Hilole Aweis Yousuf	District Focal Points (2) Abdullahi Ali Abdirahman Gassar	Identity Campaign Consultant Abdisalam Aato	Evictions District Focal Points (5) Asho Said Zamzam Muse Nasra Mukhtar Gazali Ali Asha Abdulkadir
M & E Specialist Liban Hussein	Engineer (2) Samira Mohamud Omar Afrah	Community Health Workers (2) Safia Shire Ifrah Mohamud		Land Conflict Resolution Adviser Omar Hassan
USTF Coordinator Faduma Mohamed	Environmentalism Abdihakim Haji	Senior Fellowship Coordinator Fadumo Yussuf		Social Protection Expert Alas Ibrahim
Incubator Team (3) Ali Osman (Communications) Shamsa Said (Finance) Najma Hassan (Secretary) <i>10 Security Guards & 5 Cleaners</i>	Architect Mohamed Ali	Jr. Fellowship Coordinator Abdulkadir Abdi		Food Security & Nutrition Officers (2) Shukri Isse Jamal Mohamed Benadir Courts & Security Focal Points (2)

DISPLACED COMMUNITIES ARE A PART OF OUR SOCIETY



Funded by the European Union



Our Portfolio

In 2019, DSU mainly operated under European Union (EU) support through the **EU REINTEG**, Mogadishu program in addition to support from the World Food Programme (WFP) in the areas of food security, livelihood, safety nets, school meals and nutrition.

The focus for the unit largely remained on capacity building, data collection, urban planning and mapping, outreach, engaging new partners and strengthening existing relationship and renewing energy within BRA on displacement issues.

Designed to mainstream, inform, coordinate, pilot and manage programs and delivery of services across the humanitarian-development nexus and comprised of a multi-dimensional team linked to all departments at BRA - the unit was able to successfully establish itself as the sole entry point for donors, government and INGO/NGO partners. This has been especially important, as a government-led approach requires partners to be more cognizant of BRA needs and priorities but also increases local government accountability to displacement affected communities.

AMONG OTHER ACHIEVEMENTS, IN UNDER ONE YEAR, THE DSU HAS BEEN ABLE TO:

- ✓ DEVELOP THE FIRST COMPREHENSIVE RISK ASSESSMENT OF FORCED EVICTIONS IN MOGADISHU IN CLOSE COLLABORATION WITH LOCAL AND INTERNATIONAL PARTNERS.
- ✓ DEVELOP AND IMPLEMENT THE EVICTIONS GUIDELINES THAT AVERTED THE FORCED EVICTION OF 8000 HOUSEHOLDS IN 58 SETTLEMENTS.
- ✓ GUIDE THE DEVELOPMENT OF THE SETTLEMENT GUIDELINES AND MANAGEMENT PLAN (SGM) THAT WILL DECENTRALIZE THE MANAGEMENT OF INFORMAL SETTLEMENTS TO THE DISTRICT AUTHORITY LEVEL.
- ✓ CONDUCT MULTIPLE ASSESSMENTS AND SURVEYS IN THE AREAS OF BASIC SERVICES, SOCIAL PROTECTION AND SAFETY NETS TO INFORM THE ALLOCATION OF RESOURCES AND FUTURE INTERVENTIONS.
- ✓ LEAD THE DEVELOPMENT OF THE PLANS AND TECHNICAL DESIGNS OF THE HOUSING COMPONENT FOR EU-REINTEG AND DEVELOP SPATIAL AREA PLANS FOR TWO DISTRICTS OF MOGADISHU.
- ✓ BRING TOGETHER EXPERTS FROM GOVERNMENT, INGO/NGO, CIVIL SOCIETY AND PRIVATE SECTOR FOR MOGADISHU'S FIRST HOUSING CONFERENCE TO DISCUSS IDEAS AND WAYS TO COLLABORATE IN FINDING SUSTAINABLE SOLUTIONS FOR THE HOUSING CRISIS.
- ✓ PRODUCE THE FIRST DURABLE SOLUTIONS STRATEGY FOR MOGADISHU THAT WILL GUIDE OUR PROGRAMMING FOR 2020-2025.

The experience of the unit in 2019 has demonstrated that with flexible support and programming, government leadership is not only possible but effective. Investing in and strengthening of government technical expertise in combination with the political will that the Municipality of Mogadishu has shown is able to protect and service the vast and diverse needs of the city.

The unit is slowly reshaping what it means to govern cities in Somalia by owning, leading and committing to finding sustainable solutions for citizens to encourage their upward social mobility

2019 At a Glance



39 % of all DSU staff and **50 %** of DSU leadership are women



Over **900** IDPs had direct access to and engaged with BRA Authorities. Topics discussed were Social Cohesion, Education, Health and many more



8000 evictions averted through use of evictions guidelines in **58** settlements



502 HHs in **6** districts (Kahda, Hodan, Warta, Nabadda, Garasbaaley and Daynille) surveyed to determine the levels of access DACs have to basic services



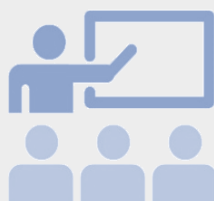
312 IDP and Urban Poor in Mogadishu surveyed to assess their social safety nets and risk vulnerability in order to determine the interventions they need



100 IDPs in Garasbaaley District to determine their risk vulnerability and current gaps in social protection programs



1000 posters and 15 billboards placed across Mogadishu with key messages on social cohesion and integration of IDPs



115 BRA staff and land dispute committee members capacity developed on HLP rights and land dispute strategies

108 district level staff, **34** District Commissioners and Deputies, and **90** BRA staff have an increased capacity on coordinating and organizing for meetings, durable solutions, HLP rights and lawful eviction

EU REINTEG



General Information

Programme Title	Innovative durable solutions for IDPs and returnees in Mogadishu through enhanced governance, employment and access to basic and protective services.
Overall Strategic Objective	To substantially improve the living conditions of IDPs and RRs through the establishment of governance systems, increased Housing, Land and Property Rights and social, economic and political inclusion.
Joint Programme Strategic Outcomes	<p><i>Sub-outcome 1:</i> Strengthened local governance structures through capacity building and enhanced accountability mechanisms in order to make relevant offices and institutions accessible to IDPs and returnees and enable authorities to assume their primary responsibility to gradually enable durable solutions processes in Mogadishu.</p> <p><i>Sub-outcome 2:</i> Employment generation in support of improved access to affordable housing and protective and basic service delivery to IDPs and returnees.</p>
Duration	36 months (April 2017-March 2020)
Total Budget	EUR 12,000,000
Donor	European Union

BRA - EU REINTEG ACTIVITIES

Urban Planning & Mapping:

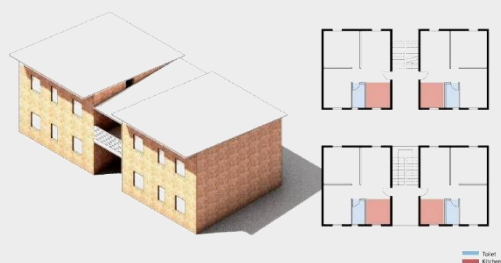
The Urban Planning & Mapping team consists of two urban planners, two GIS officers, two engineers, an architect and an environmentalist. The team was supported by a BRA Housing Expert.

In 2019, their focus remained mostly on **Heliwaa Social Housing Project**, a pilot and one of the main components of EU REINTEG, which will house **300** displacement affected families. The team, with support from UN-Habitat and UNHCR, led the development of the area plan and designs for the social housing units. The laying of the first foundation ceremony for the construction of the site is planned to occur late **January 2020**. In addition to the Heliwaa district area plan, they have developed an area plan for the district of Abdiaziz and will complete plans for five other districts in 2020.

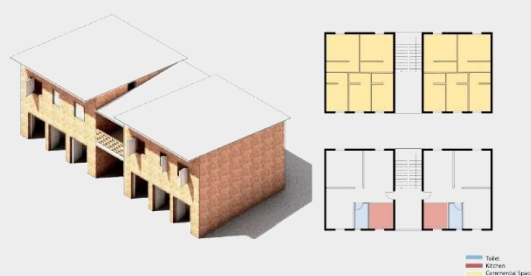
Site Plan



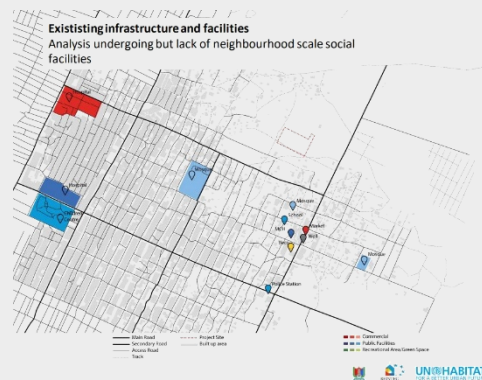
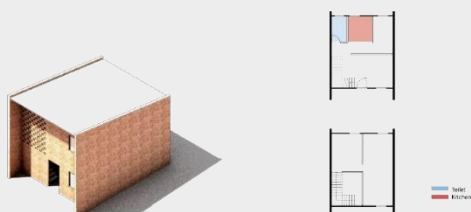
Typology 1A
2 Storey 4 Residential Unit (50m2)



Typology 1B
2 Storey 10 Commercial Unit (ground floor) 2 Residential Unit (1st floor)



Typology 2
2 Storey 1 Residential Unit (74 m2)





MOVING FROM SHELTER TO HOUSING



On **November 20-21, 2019** – the team facilitated and put together the first **Mogadishu Housing Conference** in parallel with iRise Hub's Mogadishu Tech Summit. The objectives of the conference were - 1) bringing together stakeholders from the FGS, international community and the private sector to begin the conversation on how to unlock the potential for housing to serve as a catalyst for growth and development. 2) developing a strategic vision to transform Somalia's housing market, including developing a housing finance market, government support of the land market and regulatory environment to guide development, sustainability measures and the legal environment for PPP engagements, and 3) Securing commitment from the Government, Civil Society, International Actors and the Public to address the challenges of housing in Somalia in their various roles/capacities and to collaborate in efforts towards the same

Key Takeaways:

- The realization that there isn't enough data on housing in Somalia and Mogadishu.
- The need for a National Housing Policy for Somalia
- The need to hold regular workshops and seminars to discuss housing, land and property issues
- The need to develop local construction methods and empower DACs with skills training to enable them to construct their own homes.
- The need to consolidate and strengthen the Land and Urban Planning Departments in Government institutions.
- The need to create a housing unit within BRA working closely with the Ministry of Public Works, Reconstruction and Housing.
- The need to create working consortiums to enhance collaboration between stakeholders.

TOPICS OF DISCUSSION

THE ROLE OF GOVERNMENT IN TENURE SECURITY AND LEGAL FRAMEWORKS TO SUPPORT HOUSING POLICIES AND EQUITABLE ACCESS TO HOUSING,

THE ROLE OF PRIVATE SECTOR, FINANCIAL INSTITUTIONS AND FINANCIAL SCHEMES IN ACHIEVING HOUSING SOLUTIONS FOR ALL.

THE ROLE OF INNOVATION IN DESIGN AND CONSTRUCTION TO ENSURE AFFORDABLE AND HIGH STANDARD HOUSING,

THE ROLE OF ANALYTICS AND DATA TO FOR TO FORESEE TRENDS, PLAN INVESTMENT AND CREATE APPROPRIATE REGULATORY ENVIRONMENTS.

THE ROLE OF INTERNATIONAL COMMUNITY TO FACILITATE DEVELOPMENT THAT SUPPORTS INCLUSIVE HOUSING FOR ALL CITIZENS ESPECIALLY VULNERABLE GROUPS.



Youth Fellowship Program:

The fellowship team consists of two coordinators.

Since August 2019, their focus has been on establishing relationships with district commissioners and reaching out to DACs about the fellowship opportunity with the hopes of bringing on the first cohort of fellows early 2020. In November 2019, they developed the program document that includes the eligibility criteria and desired results.

This pilot consists of four, six-week lessons for a group of 100 displacement affected and urban poor youth. The curriculum focuses on 1) professional attitude, 2) teamwork ethic, 3) verbal communications, 4) problem solving, 5) time-management, 6) improved durability status (i.e. reliable, responsible, hard-working). This is an attempt to encourage employability but also to give young people access to government authorities and spaces where decisions are generally made without their input.

Community Engagement & Social Cohesion:

Led by a District Liaison, this team consists of two district focal points and a district displacement officer. Also supporting the team is an Identity Campaigns Consultant.

In addition to assisting the various teams within DSU with assessments and surveys at the district level, the team's focus in 2019 was on bridging the gap between DACs and local authorities, outreach and social cohesion campaigns between DACs and the host community.



DACs in the districts of Warta Nabadda and Xamar Jajab engaged with the BRA Health Director and voiced their medical needs – during this period in December, participants were offered a free health check-up. In a similar fashion, DACs in the districts of Hodan and Warta Nabadda got an opportunity to consult with the BRA Education Director regarding access to education in the city. Moreover, in early July, the team coordinated a football tournament in the districts of Kaxda and Daynille with IDP and host community youth to promote social cohesion among both communities. This was followed by a roundtable discussion on how BRA can improve the lives of the city's most vulnerable families with the late Mayor, H.E. Abdirahman Omar Osman (Eng. Yarisow). It was from these engagements that eventually led to the creation of the BRA Community Engagement Strategy.

Throughout the year, the team has been organizing solutions platforms at the settlement level, bringing together DACs and host communities to discuss shared needs, interests and their stories to build cohesion amongst them. As part of the identity campaigns, several billboards, posters and t-shirts with key messages on social cohesion and integration of DACs have been spread across the city that will be seen by thousands per day.



Housing, Land & Property Rights:

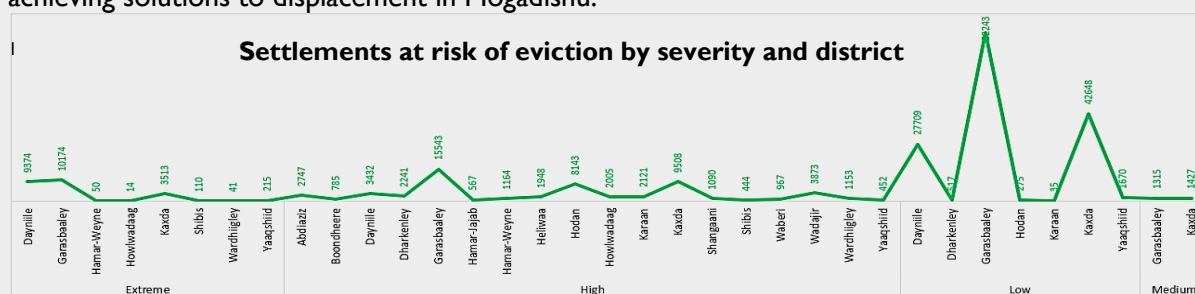
This team consist of an Evictions Monitoring Coordinator, a Legal Adviser and five district focal points. This year, the focus for the team has been mainly on capacity building, evictions prevention and developing policies that protect people from abuses that stem from forced evictions.

Over **108** district level staff, **34** District Commissioners and their deputies were trained to have an increasing capacity on durable solutions and HLP rights. In addition, they trained **115** BRA officials and land dispute committee members for seven days – the two modules of the training consisted of 1) alternative dispute resolution, 2) dispute prevention, negotiation, mediation, 3) a hybrid between mediation and arbitration, 4) arbitration, 5) litigation, 6) types of negotiation, and 7) HLP rights and forced evictions.



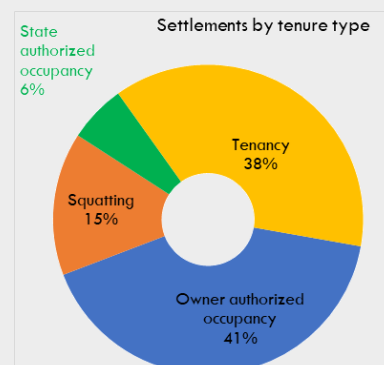
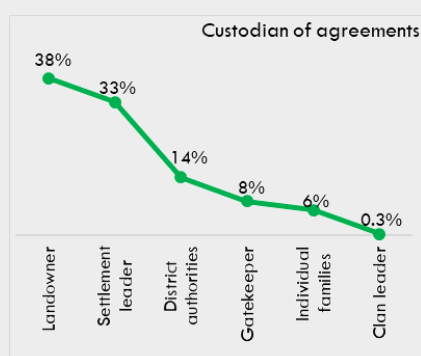
The team developed and implemented an evictions guideline that averted the forced evictions of **8000** households in **58** settlements. The BRA Eviction Guidelines is a legal document that considers and borrows from international, national and regional policy frameworks and legislation surrounding housing, land and property rights issues. It looks to protect displacement affected communities and urban poor from evictions and solving matters relating to it. It clearly lays out the role of and the obligations that government institutions have in ensuring that the process of evictions do not infringe upon the rights of IDPs, urban poor, and landowners alike so that each may have an equal opportunity to exercise the freedoms granted to them under the law.

Among the biggest achievements in 2019, the team led the development of a **Mogadishu Evictions Risk Assessment (See Annex A)** of all **17** districts of Benadir and **715** IDP settlements. The objectives of the assessment was to 1) identify and map communities at risk of eviction and rank them by severity in an effort to establish an early warning and response framework, 2) establish the underlying factors that are propelling, promoting and sustaining the practice of eviction and advance practical remedial measures, 3) provide a solid basis for advocacy aimed at triggering sustained action by relevant stakeholders, 4) inform the operational roadmap and functioning of the DSU's eviction department, and 5) identify and highlight aspects not covered by this assessment but are critical to achieving solutions to displacement in Mogadishu.



This assessment led to the **Kaftoon Program and Garasbaaley Action Pilot (See Annex B)** that will be piloted throughout 2020. Garasbaaley is a densely populated district with large numbers of displacement affected families, it has some of the highest forced eviction rates in the country and is a peripheral neighborhood with little investment beyond humanitarian assistance. The premise of the pilot addresses the core inhibitors to local integration (housing, basic services and livelihoods), the program targets a small population to ascertain to what extent durable solutions is being achieved and provides insight on scalability and challenges.

Finally, the team led the development of the **Settlement Guidelines and Management (SGM)** that will inform the management of informal settlements and decentralize that authority to the district level. The SGM, which will be presented in early 2020 will, 1) streamline the management of the informal settlements, 2) coordinate the roles of the different actors involved, and 3) create more transparency between all actors.



¹ **EXTREME:** Agreement already expired, threat issued and eviction pending
HIGH: No agreement, monthly open-ended, expiring in <1yr - renewal rejected
MEDIUM: Expiring in <1yr - renewal pending; expiring in ≥1yr - renewal pending
LOW: Short-term lease: ≥2 <5yrs; long-term lease > 5yrs



Social Enterprise Incubator:

The team consists of four staff, five cleaners and 10 security guards.

Located in the district of Xamarweyne, officially named as **Saanqaad** is social enterprise incubator will provide downstream mentoring and support for social enterprises and other small business owned by members of DACs. With a focus on short-term income generation, job creation and increased employability for IDPs and returnees – the desired result of Saanqaad is economic integration. It will support **375** social enterprises and small business, **40** of them will receive financial support and up to **500** IDPs will receive entrepreneurship and financial literacy training.

Since June, the team has held introductory sessions on the incubator, shared and developed their knowledge of social enterprises and their context in Somalia and have held staff training on the following themes – 1) entrepreneurship management, 2) leadership and time management and 3) incubator management.

The official opening of the incubator will occur late January 2020 and BRA is bringing on a third-party company **that specializes on incubators** to manage Saanqaad effectively and efficiently.



The Durable Solutions Strategy

A Collective Approach to Addressing Displacement Challenges in Mogadishu (2020-2025)

The Durable Solutions Strategy aligns the programmatic direction of the Municipality of Mogadishu with National and International standards for displacement and the achievement of durable solutions. The strategy draws extensively from the Inter-Agency Standing Committee Principles on Durable Solutions, the interim National IDP Policy for Somalia and Somalia National Development Plans.

It has been developed in recognition of the scale of displacement within Mogadishu. This strategy is developed with a view to put an end to the suffering of internally displaced persons and returning refugees, especially women and children. And to resolve displacement as part of efforts to stabilize, build peace and social cohesion, economically reconstruct, and increase the resilience of residents, IDPs and returning refugees so that they are able restart their lives in safety and dignity and in full enjoyment of their rights.

The aim of this strategy is to afford the protection required for displacement affected communities and host communities living in similar conditions to freely enjoy their rights and become contributing members of their society. Protection is central to this strategy and is an embedded process of increasing district and municipal accountability.

The strategy will be in effect for five years, between January 2020 and 2025, the document is a living document to be adapted to emerging priorities.

GUIDING PRINCIPLES

GOVERNMENT LED
PARTICIPATORY
COMPREHENSIVE
AREA-BASED
RIGHTS & NEEDS BASED
COLLECTIVE & INTEGRATED
MULTI-YEAR



STRATEGIC OBJECTIVES

- LOCAL GOVERNMENT IS ABLE TO ADEQUATELY AND EFFICIENTLY IMPROVE THE LIVING CONDITIONS OF IDPs/RETURNEES THROUGH CENTRALISED DISTRICT LEVEL DELIVERY OF EMERGENCY SERVICES AND PRIORITISING LONG-TERM SOLUTIONS AND INCLUSION INTO ECONOMIC SECURITY AND HOUSING, LAND AND PROPERTY.
- IDPs AND RRs WHO HAVE EXPRESSED THE INTENTION TO RETURN ARE HOLISTICALLY SUPPORTED TO DO SO IN A SUSTAINABLE WAY.
- TO ENSURE THAT IDPs AND RRs HAVE ACCESS TO AFFORDABLE HOUSING, LAND AND PROPERTY AND TENURE SECURITY.
- TO SYSTEMATICALLY ENHANCE AND DIVERSIFY ACCESS TO EMPLOYMENT SECTORS AND LABOUR MARKET FOR IDPs AND RRs.
- TO SYSTEMATICALLY ENHANCE THE ABSORPTION CAPACITY OF BASIC SERVICES FOR IDPs, RETURNING REFUGEES AND HOST COMMUNITIES WITH AN EMPHASIS ON CENTRALIZED SERVICES FOR EDUCATION AND HEALTH DELIVERY.

ANNEX A

Mogadishu Evictions Risk Assessment

A Joint Assessment with NRC, DRC, IOM, UNHCR & the Protection Cluster

INTRODUCTION

Known as the 'White pearl of the Indian Ocean' during pre-war era, Mogadishu is the metropolis of Somalia, the most densely populated city in the country and arguably one of the fastest growing cities worldwide. Although there exists no authoritative figure as to the exact size of its population, Mogadishu is said to be home to over 2.5 million residents accordingly to estimates of the World Population Review². In 2016, a joint internal displacement profiling exercise identified nearly 500,000 internally displaced persons across Mogadishu's 17 districts.³ However, a successive wave of rural-urban displacement into Mogadishu was triggered by a combination of intermittent conflicts and cyclic natural disasters in other parts of the country, as well as the voluntary repatriation of Somali refugees from Kenya.

By the end of 2017, a little over 250,000 new displacements had been recorded on arrival in Mogadishu⁴, majority of whom either established new sites or joined existing informal settlements. These incremental displacements have virtually doubled the number of IDPs in Mogadishu since 2016, thus constituting the largest concentration of IDP caseload in Somalia. The protracted nature of the displacement context, combined with generalized humanitarian needs, makes it difficult to objectively distinguish between IDPs and vulnerable poor host communities. This contextual dynamic further complicates the overall intertwining dynamics underpinning the displacement phenomenon in Mogadishu.

The challenges confronting displaced communities in Mogadishu are entrenched and cumulative and represents the most complex paradigm of the hurdles associated with internal displacement in urban settings. While meaningful strides are being made by the government and international partners to address the displacement situation, efforts are being continually reversed and/or undermined by widespread evictions. Around 108,000 individuals experienced evictions in Banadir alone this year, effectively accounting for more than 80% of all evictions recorded across Somalia in 2019.⁵ In addition to the enormous cost in humanitarian investments, the consequences range from secondary displacements and total destruction of livelihood strategies and assets, to the disruption of established life routines and social networks. Therefore, eviction as a problematic phenomenon remains a foundational imperative to addressing the issue of displacement in Mogadishu in a realistic, comprehensive and sustainable way. In order to achieve this, an important first step is to gain a deeper and more balanced understanding of the underlying intricacies. Recognizing the need for leadership, to chart a common strategic direction and set the pace for subsequent concerted efforts, and in realization of pillar four of its workstream on eviction, the Durable Solutions Unit (DSU) of the Banadir Regional Administration (BRA) commissioned the detailed eviction risk assessment.

OBJECTIVES

On an overall, the assessment sought to awaken strategic consciousness on eviction as one of the central pivots around which displacement solution planning and interventions should be anchored. Specific objectives within this broad overarching goal include:

1. Identify and map communities at risk of eviction and rank them by severity in an effort to establish an early warning and response framework.
2. Establish the underlying factors that are propelling, promoting and sustaining the practice of eviction and advance practical remedial measures.
3. Provide a solid basis for advocacy aimed at triggering sustained action by relevant stakeholders.
4. Inform the operational roadmap and functioning of the DSU's eviction department.
5. Identify and highlight aspects not covered by this assessment but are critical to achieving solutions to displacement in Mogadishu.

METHODOLOGY

Execution of the assessment was characterized by series of consultations and planning sessions. Senior representatives of the BRA's Durable Solutions Unit held an inception meeting with NRC, DRC, IOM, UNHCR and the Protection Cluster to formulate objectives, agree on operational modalities and define a feasible timeline for the exercise. The meeting culminated in the constitution of a technical working group to guide and facilitate the process. Other fundamental research processes ensued, including development of tools, mobilization and training of enumerators, establishment of teams, and assignment of coverage areas.

In order to ensure a structured and coherent data collection process, Mogadishu was divided into four treatment quadrants, each containing four districts except the fourth which consisted of five. Led by representatives of the BRA, a total of 40 enumerators were organized in ten teams for the data collection process which spanned over a 4-week period covering all 17 districts of Mogadishu. For technical consistency, data were collected using electronic gadgets linked to an online platform with pre-defined customized data perimeters. As part of the data collection process, settlement leaders, district focal points⁶ and gatekeepers were

² <http://worldpopulationreview.com/countries/somalia-population/cities/>

³ Internal Displacement Profiling in Mogadishu, April 2016

⁴ <https://unhcr.github.io/dataviz-somalia-prmn/index.html>

⁵ HLP Sub Cluster Eviction Trend Analysis, 2019

⁶ A district focal point is an employee of the District Commissioner's office who has been designated to follow-up on displacement and IDP related matters within the district. In other words, the person serves as liaison between the DC's office and the displaced communities.

interviewed as key informants. In cases where settlements consisted of sub sites, more than one key informants were interviewed to compare the information provided. An initial review of the preliminary findings was carried out, after which additional follow-ups were made with key informants for clarifications, verification and broader information triangulations. The findings of the assessment particularized below is a direct product of all of these processes combined.

PRINCIPAL FINDINGS

For the first time, public facilities hosting IDPs as well as locations outlying Mogadishu that are largely considered inaccessible were covered as part the assessment. In total, the assessment identified 715 settlements⁷ across the 17 districts of Mogadishu, plus the sub district of Garasbaaley. In terms of settlement density, Garaysbaaley hosts the largest number settlements (262), followed by Kaxda (139), and Daynille (102). Based on analysis of the risk severity ranking among the settlements assessed, eviction risks in Mogadishu has been classified into extreme (13%), high (40%), medium (2%), and low (45%). The classifications 'extreme' and 'high' combined constitute 54% while 'medium' and 'low' add up to 46%. The number of eviction-prone settlements, irrespective of the severity ranking, in comparison to those at generally lower risk is slightly proportional with a difference of only 6%.

Drivers of evictions

The phenomenon of eviction cannot be conclusively attributed to a single reason; the drivers and factors are multi-causal, intertwined and often exhibit characteristics of correlational overlaps. Albeit general inadequate legal and policy frameworks resulting in unclear HLP rights and widespread tenure insecurity are often proffered as the central underpinning drivers, the factors fueling and sustaining evictions are far more complex and tend to evolve overtime. To better understand these complexities, with emphasis on Mogadishu, it is important to view them from the standpoints of regulations, economics and culture.

First, even if sufficiently updated regulatory frameworks were in place, evictions are likely to persist under the current economic and socio-cultural dynamics due to limited enforcement capacity. Notably, gatekeepers who act as intermediaries for aid and tenure security use evictions as economic tool. All resources by aid agencies are channelled through gatekeepers/camp managers, who move IDPs at will. Once an area is deemed economically not viable, gatekeepers move IDPs to secondary location, triggering an eviction alert.

Second, the tendency of displaced communities opting to pursue policy options amid eviction threats is reasonably unlikely due to fear of retribution and other cultural implications. It is no doubt that regulatory inadequacies remain a significant part of the problem, but the scale at which evictions are occurring is not due in large part to the lack thereof. The three most cited reasons for evictions in Mogadishu in 2019 include i) development – desire of owners to develop their properties, ii) rent increase without notice, and iii) rental default or inability to meet rental obligations. Further appreciation of the circumstances surrounding development-induced evictions revealed that landowners and/or their representative only use development as a pretext to evict people with history of payment default, either routine payments or when there is an irregular increment of the rental fee. The inability to meet rental obligation thus lie at the heart of the eviction phenomenon and cannot be resolved by regulations.

Impact of evictions

Forced or otherwise, evictions have enormous impact on the victims' dignity, physical security, livelihoods; and most importantly, their pursuit for durable solutions to displacement. Although varying in extent, scope and scale, evictions in Mogadishu are often carried out by means of either physical force or under extreme hastiness which results in the destruction of assets and critical infrastructure. As a result, household at risk of eviction harbor perpetual fear which in turn discourages them for engaging into meaningful activities that could accelerate stimulate economic stability and accelerate their recovery. Those who develop the courage to proceed with normal recovery initiatives often experience recurring setbacks. The net effect is a repeated reversal of incremental humanitarian and development gains, and an ultimate substantial loss of crucial humanitarian investments.

Types of tenure arrangement

Settlements hosting IDPs in Mogadishu are categorized into four main tenure types: squatting, tenancy, occupancy authorized by the state, and occupancy authorized by owner of the property. Residents of 41% of IDP settlements in Mogadishu live at the mercy of the landowner, having been granted free occupancy. This is in comparison to 38% of settlements where residents are paying monthly rent. These free temporary occupancies, combined with 15% of settlements where residents are staying without the knowledge and/or consent of the owners, partially explains the high number of eviction incidents across the region. In total, only 6% of IDP settlements are public buildings. For tenancy arrangements, rental fees are paid predominantly through humanitarian assistance. 72% of IDP settlements use a percentage of humanitarian aid in lieu rent while 27% pay through cash. The cost of rent ranges between an average USD 00 and 00. A third, non-prominent method of rental payment among IDP settlements is labor, accounting for only 0.4%.

Types of agreements

With the exception of tenancy, agreements are typically not issued for tenure types such as squatting, state-authorized occupancy and owner-authorized occupancy. But even so, landowners are generally hesitant to issue agreements even in tenancy tenure arrangements. In total, 43% of IDP settlements in Mogadishu has in place formal written agreements which provides a degree of tenure security. Of the 43%, the actual physical copies of the agreements are kept by the landowners (38%; 109), settlement leaders (33%; 101), district commissioners (14%; 44), gatekeepers (8%; 26), individual families (6%; 19), and clan leaders (0.3%; 1).

⁷ Settlement as used in this summary denotes the general term for a collective center under the same general leadership regardless of whether sub sites/clans/communities exist therein. With this definition, it is important to note that some of the settlements assessed did contain several sites and sub communities, but together they were considered a single settlement.

While a formal written agreement provides a greater degree of tenure security, having the agreements being kept by the landowners or gatekeepers almost technically equates to not having an agreement at all.

On the other hand, an aggregate 32% of IDP settlements consist of tenure arrangements where the issuance of agreement does not apply, including squatting, state-authorized occupancy and owner-authorized occupancy. Only 5% of settlements exists without any form of agreement while 20% has in place some form of oral agreements. While the absence of an agreement does not automatically translate to being at higher risk of eviction, it does certainly constitute a substantial risk nonetheless. Historically, settlements without any form of agreement are those most prone to evictions in Somalia.

Eviction risk severity

In an attempt to put into proper perspective, the scope of eviction risk in Mogadishu, the severity ranking has been grouped into four broad classifications, namely extreme, high, medium and low. The constituent determinants making up each classification are specified in the footnote.⁸ Based on this severity classification model, the top five districts that are most prone to evictions include Garasbaaley, Kaxda, Daynille, Karaan, and Howlwadaag. Of the total 383 settlements at risk of eviction across Mogadishu, 13% (94) are located in Garasbaaley, 7% (47) in Kaxda, 5% (38) in Daynille, 4% (32) in Karaan, and a little under 4% (27) in Howlwadaag. The rest are spread across other districts in smaller numbers.

RECOMMENDATIONS

1. Mapping of state properties occupied by IDPs: With 6% of IDP settlements existing in public facilities, it would be important that government carries out a comprehensive mapping of all such properties, communicate their plans for the potential use thereof with the occupants, and possibly formulate plans for an eventual dignified relocation process.
 2. Eviction mainstreaming across government plans: Efforts to successfully address the issue of eviction depends to a great extent on government strategic leadership, but to an even greater extent on decisive and sustained actions. A first step toward achieving this is the integration of eviction prevention across government's plans and initiatives as a strategic priority.
 3. Greater emphasis on government-led prevention initiatives: While direct interventions by humanitarian organizations have been (and will continue to be) valuable, a more sustainable approach would be to support and strengthen the Eviction Prevention team of the BRA's DSU to champion government-led eviction prevention initiatives. In the short-term, specific initiatives should encompass facilitating contract extensions, issuance of tenure documents, maintaining a more robust engagement with landowners and other stakeholders.
 4. Allocation of land for relocation – relocation program: The FGS should invest in the development and implementation of a land relocation program (villagization) and mobilize international partners to support such initiatives as part of solutions to displacement in Mogadishu.
 5. Private sector engagement: in order to prevent forced eviction in Mogadishu, BRA should engage with private sectors for partnership purpose.
 6. Community engagement: For prevention purpose it is good for DSU to start awareness campaign on eviction among IDPs, communities surrounding to it and informal settlement managers as part of finding solution to displacement in Mogadishu.
 7. Ensuring that any evictions conducted do not render individuals and households homeless or leave them vulnerable to human rights violations by guaranteeing that adequate alternative land, shelter, and facilities are made available for those unable to provide for themselves, including women, children, persons with disabilities, and older people – tenure security at new sites should be guaranteed by both landlords and municipal authorities.
 8. Implementation of eviction guideline with consultation on displacement affected communities: Implementing these guidelines would help the management to reduce the severe effects of eviction.
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ANNEX B

CONCEPT NOTE

Enhancing Conditions for Durable Solutions for IDPs and Returning Refugees in Somalia

A CONCERTED GOVERNMENT-LED APPROACH TO PROMOTING EVICTION-PREVENTION, ACCESS TO BASIC SERVICES, LIVELIHOODS DIVERSIFICATION AND SOCIAL COHESION FOR DISPLACEMENT-AFFECTED COMMUNITIES IN BRA.

PROJECT RATIONALE

By December 2018, the population of internally displaced persons (IDPs) population was 2.648,000 million in December 2018. The number has nearly doubled in the past decade. Moreover, reports of over 300,000 more persons were displaced by September 2019. While majority of the causes of displacement are widely known to solely due to conflict and violence, existing data depicts that a significant number of displacement in Somalia are also driven by forced returns, environmental factors and natural disasters including drought and flooding, food insecurities, precarious livelihood opportunities, human rights abuses, uncoordinated mitigating efforts and the limited capacity and resources of the federal and state governments to provide durable solutions to safeguard and assist IDPs. For instance, in 2018, the population of people displaced from disasters including drought (249,000), floods (289,000), fire and lack of livelihoods were 547,000, while those displaced from conflict and violence were 578,000. However, in 2017 and 2018, the number of displacements occurring from the disasters (899,000 and 456,000 respectively) greatly exceeded the number of those that were a consequence of conflict (388,000 and 341,000 respectively).

Due to rapid and unplanned urbanisation, numerous people are increasingly moving towards urban areas. The same is the case for the greater population and not exclusive to the IDPs. With specific reference to IDPs many move in search of increased access to humanitarian assistance and livelihood opportunities. The reality is that their access to basic services including housing are not protected or fulfilled. Majority of IDPs live in overcrowded camp and settlement sites and are extensively socio-politically and economically destitute constituting 71% of Somalia's poverty rates, adding to their vulnerability. The overcrowding in the settlement camps disproportionately affects women with a visible increase in gender-based violence (GBV) where women are at a higher risk of experiencing rape, sexual exploitation and abuse. Moreover, healthcare is further detrimental with increased maternity mortality rates and medical outbreaks of disease that occur from poor sanitary conditions and the lack of clean water. Furthermore, if the social status or clan identity is that of a minority, the IDPs often face compounding discrimination.

In addition, displaced persons often lack land tenure security where they settle, which leaves them susceptible to forced evictions by public and private entities that claim ownership of the land. For instance, Forced evictions are both a source and proliferator of the displacement plight devastating Somalia. NRC estimates that from 2015-2017, approximately 482,000 people were forcibly evicted in Somalia. In addition, the increase in numbers of displacement carried in 2019 as a result of conflict and violence was the highest in the decade, 578,000. This correlates to the increase in forced evictions taking place in urban areas, mostly in the capital, Mogadishu. Often, once evictions take place, the IDPs are relegated to the outskirts districts which further limit access to their access to basic services, humanitarian assistance and livelihood opportunities.

In 2019, OCHA found that all IDPs are in need of camp coordination and management, 1 million need access to education, 1.9 million face food insecurity, 1.5 million need improved access to water, sanitation and hygiene, 2 million require adequate shelter and 1.6 million need better health and nutrition. The position and condition of IDPs, as aforementioned is further exacerbated by the governments limited resources to invest in the provision and delivery of basic services, thus the country is predominantly depended on international assistance in order to attempt to meet the needs of the population. Moreover, while the country has a functioning government in place, the country still suffers from the impact of the previous collapsed state administration including terrorism, structural and economic disintegration of infrastructure and institutions which further cause and lead to internal displacement. The national revenue of the country is also further depleted by taxes imposed on households, businesses and individuals by Al-shabaab.

In Mogadishu, specifically, over 33% of the overall internally displaced population in Somalia (700,000), inhabit and are concentrated in the Mogadishu - Afgooye corridor. The main challenges the IDPs in Mogadishu face are substandard living conditions, limited access to basic services such as shelter, food, water, sanitation and education and livelihood opportunities. In addition, between 2015-2017, approximately 482,000 people were evicted in Mogadishu and more than 100,000 recently evicted in 2019. While the country is highly dependent on international humanitarian assistance, insecurity within the country prevents and increases the risks for the delivery of these services by these actors. In addition gatekeepers have arose in lieu of district authorities' not being able to protect, promote and regulate the rights of IDPs. Thus, gatekeepers determine access and use of the land and access to basic services by the IDPs. Furthermore, the security of women and girls are further unprotected for IDPs. For instance, over 75% of GBV incidents occurred within IDP camps.

Towards resolving these concerns, consolidated efforts, policy and practical wise, need to be carried out to ensure that the IDPs inhabiting Mogadishu are able to fully integrate into the broader society. Towards this, the Mogadishu Municipality established a Durable Solutions Unit(DSU) that subsequently developed an IDP Durable Solution Strategy and plans to implement through the Kaftoon Support Scheme while piloting its approach to durable solutions in Garasbaley.

Thus, this concept note is to be seen within the Danwadaag programme, and is the direct outcome of two separate but cohesive concepts from the BRA Durable Solutions Unit: the Mogadishu Risk Mitigation Assessment (MERA) Annex 1, aka “Garasbaley Concept note” and Kaftoon, a concept note presented by BRA DSU and discussed with DFID and IOM in October/November. Kaftoon, originally reflected an emphasis on Household level rent subsidies as a key area of work; however, the priorities shifted once the BRA conducted successful preparatory negotiations in Garasbaley with landlords of approximately 2000 households (HH) ensuring that: a) if rent is underwritten/secured for a 3-5 year period then b) landlords would contractually be obligated to secure tenure for their ‘tenants’. Therefore, Kaftoon has changed to focus primarily on: engagement with authorities and DACs (i.e. CAP process) to address the non-HLP concerns. As such, these two concepts are merged here for a complete package for a targeted area: land tenure, and displacement affected communities (DAC) centric engagement of authorities towards other material/physical safety components, including contributing to support economic opportunity. More specifically, Kaftoon prioritises local integration and social security with the main objective of supporting DACs to upwardly mobilise from poverty, decrease their dependence on humanitarian aid becoming self-reliant and contributing to the local economy and will be first piloted in Garasbaley, a sub-district of Mogadishu among the most problematic areas for insecure land tenure and evictions. Thus, while the Kaftoon support scheme, is envisioned to be the overarching programme unifying the BRA’s implementation of the Durable Solutions Strategy the Garasbaley pilot would be an outcome of Kaftoon in coordination with other ongoing programmes and partner agencies. Given the imminent success in Garasbaley with regards to the ‘blanket tenure’ arrangement, in coordination with NRC, the BRA will select 1,700 vulnerable HHs to, to be settled at the site. This exceptional opportunity solves an additional challenge with engagement in BRA under the originally formed Danwadaag program document; namely, that land tenure insecurity prevents a depth of engagement on key material/physical safety areas of work: i.e., basic services support, among others. .

It is understood that this concept will be reflected in the forthcoming BRA DS Strategy.



DSU Benadir

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THE DURABLE SOLUTIONS UNIT (DSU) IS THE BENADIR REGIONAL ADMINISTRATION'S (BRA) DESIGNATED UNIT TO LEAD, COORDINATE, AND FACILITATE STRATEGIC AND TECHNICAL PROCESSES FOR ADDRESSING DISPLACEMENT AND TO ATTAIN SUSTAINABLE AND DIGNIFIED SOLUTIONS FOR DISPLACED COMMUNITIES IN BENADIR REGION.

