

COUNTRY CHAPTER  
**SOMALIA**



# Baseline Study Somalia

The Learning and Evaluation Team (LET) of the **Regional Development and Protection Programme (RDPP)** is conducting an impact evaluation (2017-2020) of the integrated approach to refugee and host communities.










Results from the baseline are used to inform practice in 2019 and to measure progress at the 2020 endline.

## BASELINE

July 2018 • Case study and focus group discussions • Key informant interviews with main stakeholders



## KEY FACTS AT A GLANCE: KISMAYO

 <p><b>Population</b> Rapidly increasing population due to refugee returns and internal displacement.</p>	 <p><b>Health</b> A pressing concern – limited access for those living on the outskirts.</p>	 <p><b>Food security</b> Food security is a core priority, particularly for IDPs and especially after droughts.</p>
 <p><b>Water</b> 22% of households more than 500m from a water point. Water is expensive and often undrinkable.</p>	 <p><b>Safety</b> Unlike its immediate surroundings, Kismayo is relatively stable.</p>	 <p><b>Education</b> A significant gap: in 2017, 6% of school-aged children were in school. Demand vastly exceeds supply.</p>
 <p><b>Livelihoods</b> Very limited. Agricultural sector and livestock gravely impacted by severe droughts.</p>	 <p><b>Migration Intentions</b> Explicit plans to migrate are rare for hosts, returnees and IDPs alike.</p>	 <p><b>Social cohesion</b> Stronger for majority than minority clans. Under threat as arrivals strain limited resources.</p>

### VOICES FROM KISMAYO

“ We have very limited job opportunities because employers do not know us, and they would rather give a job to someone who is a relative or they already know. I usually call this the 2 R’s: relationship and relatives. That is how you get a job around here. ”

- Youth male returnee, returnee FGD

“ We have water from our own wells, but can’t drink it. The entire community shares water problems. A significant number of people among the host community do not have clean water taps. Even host members who have the capacity to pay for clean water don’t have the opportunity to set up water pipes for their households, due to water scarcity and limited service. ”

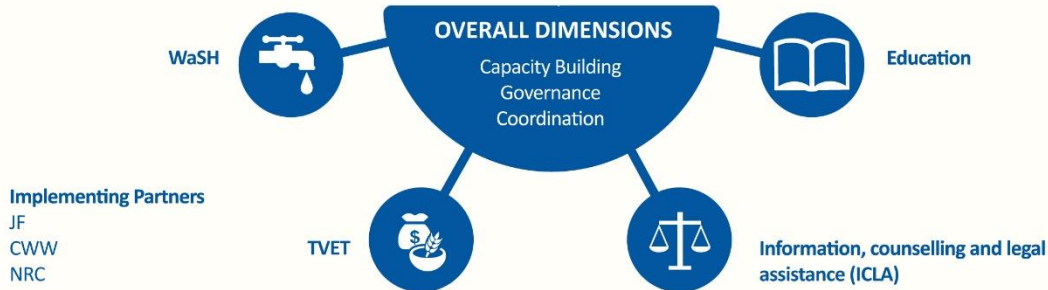
- Adult male host, mixed FGD

“ We have no documents. The few we received previously have been lost in the civil war. ”

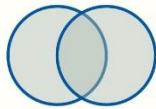
- Adult female IDP, IDP FGD

Source: Samuel Hall / ReDSS (2019)

## RDPP PROGRAMME AREAS & IMPLEMENTING PARTNERS



## KEY FINDINGS



### RELEVANCE

Education, livelihoods, water and tenure rights represent priorities for community members, but have been gravely delayed. A strategic focus on governance and support to local authorities is an important gap.



### ADAPTIVENESS

Delays in implementation have resulted in the need to fit three years of programming into two years. Lack of flexibility in both funding and timeline limits adaptiveness.



### COORDINATION

Planning has moved forward while government policies were developed in parallel. Lack of coordination hampers durable solutions planning. Workshops and coordination meetings require clearance by intelligence services.



### SUSTAINABILITY

Sustainability will depend on buy-in and ownership by local authorities. Links to other existing initiatives can contribute to longer-term impact.

## MAIN TAKEAWAYS

### OVERALL

The foundations for an integrated approach are in place.

A strategic focus on governance and support from local authorities is needed.

### STRUCTURAL

Identify and build more robust relationships with key local authorities.

Share information and contribute to ongoing participatory processes.

### ACTIVITY SPECIFIC

Raise teacher morale through capacity building, consultations and review of remuneration.

Improve WASH standards in coordination with the Ministry of Planning.

Perform skills audit and value chain analysis, engage with private sector.

### DONORS

Reallocate funding to learning and planning.

Align programmes to evolving national priorities and policies.

## RDPP in Somalia: The case of Kismayo

### Presentation of the case study: scope and methodology

This chapter presents a snapshot of the Regional Development and Protection Programme (RDPP) in Somalia through the case study of activities in Kismayo. It is based on qualitative data gathered in Kismayo in July 2018 and on further research conducted together with Regional Durable Solutions Secretariat ([ReDSS](#)) [on a solutions analysis update in Somalia](#), the aim of which was to provide an up-to-date assessment of the context. It will be followed by an endline in 2020 to assess the impact of efforts funded by initiatives under the RDPP umbrella.

The objectives of RDPP in Somalia are to address sustainable return and reintegration of returnees and internally displaced persons (IDPs) in Kismayo through state building and basic service provision. Actions target key vulnerable populations among the displaced and host communities. Target areas are Jubaland state and the city of Kismayo specifically, including the IDP and returnee settlement of New Kismayo.

Activities under RDPP in Somalia focus broadly on durable solutions, which in the context of Somalia relates to policies, programmes and plans that work to achieve sustainable (re-)integration.<sup>1</sup> The programme targets implementation at household and individual levels, as well as on creating legal structures and institutional frameworks to strengthen governance on durable solutions. The objective of the first year of the RDPP activities was focused on state building and basic service provision to facilitate sustainable reintegration. This included activities in the sectors of education, livelihoods and TVET, and WASH, with a particular focus on youth.

This report is divided into four sections:

1. **Key messages** highlight fundamental trends, action points, and findings that have emerged from the baseline, providing an overview and summary of the overall report.
2. **A narrative of the context** within which RDPP is happening in Somalia, and more specifically in Kismayo and New Kismayo, highlighting key specificities that inform the lives of host, returnee and IDP communities and stakeholders in the city and state.
3. **The presentation of key qualitative data and indicators** that will allow the assessment of RDPP's impact in Kismayo
4. Finally, **recommendations** are presented that address gaps and challenges highlighted in section three and provide a path for ways forward.

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<sup>1</sup> ReDSS (2018). *Collective Learning for Durable Solutions in Ethiopia*.

## I. Key messages

Kismayo has experienced and continues to experience significant returnee and IDP arrivals. While relationships between hosts, returnees, and IDPs are relatively stable, setting up integrated services has been a challenge as new districts have been set up to accommodate the influx of arrivals. Livelihoods and education programming has failed to adequately address the specific needs of communities and partners, and the quality of services has often been considered low.

In spite of these challenges, the foundations have been laid for an integrated approach: a basis of peace, security and infrastructure is present and acknowledged by all. More needs to be done now to strategically plan for the next steps of RDPP implementation. Reacting to delays by rushing implementation needs to be carefully considered, efforts may backfire and be a disservice to effective coordination, community engagement, and participatory planning. Feedback loops are lacking and have to be integrated into the proposed timeline and local resources as further activities are implemented.

The baseline country report focuses on key areas of action – both sectorally and programmatically:

1. The focus of the first year of the RDPP activities in Kismayo has been on state building and basic service provision to facilitate sustainable return and reintegration. However, missing from this side of the equation is a **strategic focus on governance and support to local authorities**, a coordinated plan for the second year, as well as sufficient **communication and engagement with stakeholders**. Local government is invested and expresses a strong desire to be actively involved; both hard and soft capacity development need to be considered and supported in light of local needs.
2. **Access to services can be strengthened across education, health and shelter**. While education infrastructure development plans have been elaborated, they are insufficient to meet the demand. Other barriers remain to be addressed, notably in terms of services provided to pupils, training for teachers, and overall coherence of curricula and salaries. On health, the significant investments in WASH will be assessed during the endline phase. As for shelter, moving towards a housing approach is critical, learning from other durable solutions initiatives to ensure that expectations over access to services are better addressed, principally for women and youth.
3. **A revised approach to skills training and livelihoods is required** so that programmes are designed to integrate key features of local market systems and value chains that have the most potential to support not only the displaced but also local economic development plans. Partners on the ground are encouraged to learn from best practices including within the consortium set-up and revise the approach for the remaining time under RDPP. Adaptation is required and can lead to more sustainable results.

If overarching elements surrounding alignment, communication, coordination, and adaptation are improved, the Jubaland Solutions Consortium (JSC) partners will be better equipped to implement innovative and interdisciplinary programming with effective buy-in from local authorities. There is an opportunity to think more creatively about what the RDPP consortium can do. This includes taking the time to lay the foundations and testing new ideas and approaches, notably on skills audits and tracer studies, value chains, and the inclusion of marginalised populations. These opportunities must be seized in coordination with the government, teachers, trainers, displaced women, youth, and men.

## II. Returning to Kismayo

Refugee returns are a prominent feature of the Somali displacement context in general and in the port city of Kismayo in particular. As of December 2018, an estimated 87,000 refugees have returned to Somalia.<sup>2</sup> The majority of these returnees come from Dadaab camp in Kenya, but the improved security situation and opportunity growth in Kismayo has also attracted returnees from Yemen, Djibouti, and Ethiopia.<sup>3</sup>

In addition, Kismayo is host to internally displaced people (IDPs) forced out of their homes due to drought, famine, and insecurity. These numbers have experienced a downward trend over the past two years, but they remain considerable: a joint IDP site verification in January 2019 counted a total of 133 IDP sites hosting at total of 9,843 households in Kismayo, down from 134 sites in September 2018.<sup>4</sup>



Figure 1 - Location of study

As a major entry point for returnees and IDPs, Kismayo has seen a growth in the need for additional services to cater for the increasing population, in particular in the sectors of land and shelter, livelihoods, health and education. In order to address initial concerns regarding access to shelter for new arrivals, the Jubaland authority has provided permanent land for the establishment of two new settlement sites: those of Via Afmadow and of New Kismayo. Under the leadership of the Jubaland Refugee and Internally Displaced Person's Agency, the settlements have sought to better integrate returnees and IDPs with land allocations, stronger security, and a sense of social cohesion.

Beyond these measures, Kismayo is seen as a relatively attractive destination by host community members, returnees, and IDPs. While the greater Jubaland state remains largely controlled by Al Shabaab, the Kismayo government has retained power and a relatively stable level of security in Kismayo itself. As one host community member puts it:

*"The first thing that you will realize while in Kismayo is the peace and relative security across town. The surrounding villages are threatened by insurgents. But generally, life here in Kismayo is good thank God".*

**Male Host Community Member**

<sup>2</sup> UNHCR (2018): *Somali returnees from Kenya at 30 November 2018*

<sup>3</sup> UNHCR (2018): *Somalia Repatriation Update, 1-30 June 2018*

<sup>4</sup> IOM (2018): *Somalia: Verified IDP Sites in Kismayo - September 2018*

Kismayo and Jubaland state remain severely affected by drought. The World Bank estimates that the total effects of drought in Jubaland state alone would exceed USD 508 million in damages and losses in 2018.<sup>5</sup> The agricultural sector, in particular livestock, has suffered the most with wide ranging consequences, including declines in agropastoral livelihoods and increased food insecurity.<sup>6</sup> The emergency context created by this drought has impacted RDPP activity timelines, as partners and government stakeholders have had to put implementation of an integrated approach on hold in order to respond to urgent humanitarian needs.



**Photo 1 - Dry coastal town: Street in Kismayo**

The focus of the first year of the RDPP activities was on state building and basic service provision to facilitate sustainable return and reintegration under the JSC. This consortium is led by NRC in partnership with Concern Worldwide (CWW) as well as the Jubaland Foundation (JF), a local non-governmental organization which works outside of Kismayo. JF is active specifically in Admadow and Dhobley districts of Lower Juba region, CWW in the Belet-Hawa and Baardhere districts of the Gedo region and NRC is leading the work in Kismayo and Afmadow/Dhobley. Linkages between the two strands of the consortium’s work – assistance and institutional support – were still to be fleshed out at the time of the baseline. Specific activities accomplished as of the spring of 2018, mainly by NRC under the Jubaland Solutions Consortium, include activities in the sectors of WASH, TVET, Education, and Information Counselling and Legal Assistance (ICLA).

**Table 1 - RDPP Activity in Somalia**

SECTOR	ACTIVITY	IP	
WASH	Hygiene promotion campaigns	NRC, JF, CWW	
	Construction/rehabilitation of gender segregated latrines in two schools, hand-washing facilities		
	Distribution of sanitary kits for girls		
	Rehabilitation of two shallow wells		
TVET	Vocational Skills Training programme for youth	NRC, JF, CWW	
	Entrepreneurship trainings		
Education	Teacher training		NRC, JF, CWW
	Activities to boost enrolment		
	Development of classroom infrastructure (rehabilitation / construction)		
	Distribution of educational materials		
ICLA	Information provision on housing and legal rights, including monitoring of forced evictions	NRC, JF, CWW	
	Construction of a working space for supporting legal consultations		
	Dispute resolution training		

<sup>5</sup> WB / EU / UN / GFDRR (2018). *The Somalia Drought Impact & Needs Assessment and Recovery & Resilience Framework*.

<sup>6</sup> ReDSS (2019). *Somalia Solutions Analysis Update*

### III. Evaluating needs on the ground

The Kismayo population is young, with well over half of the inhabitants under the age of 18, and vulnerable: a 2017 assessment observed that 55% of households included a pregnant or lactating woman among them, and one in five had a disabled or chronically ill family member.<sup>7</sup> A third of the households profiled in the same study stated that they were not originally from the community they resided in.

The following sections examine baseline data (from secondary sources and primary qualitative data collection)<sup>9</sup> across a range of relevant categories. Covering both humanitarian ('basic needs'), as well as development-oriented dimensions, some categories are directly addressed by RDPP-funded activities (this is the case for water / hygiene, education and TVET as well as social cohesion) in Kismayo, while others are introduced to provide information about context and with a view to facilitating comparison to other country chapters in this regional research project.

#### a. Basic needs

Although not directly addressed through RDPP, **food security** is a core priority for Kismayo households. This is particularly true for IDPs, who face significant challenges in accessing food – in a 2017 REACH study, 56% of surveyed households claimed to be facing regular difficulties purchasing food items. While malnutrition is not as significant in Kismayo as in other parts of the country, the same survey found that 21% of children suffered from moderate malnutrition, and 4% of children from severe malnutrition.<sup>8</sup> While agricultural activity such as river farming has been a traditional source of food and income in the greater Jubaland state, recent drought and security issues – including Al Shabaab's continued control of the area outside of Kismayo – has had a negative impact on this activity and any harvests that may have resulted from it. This has in some cases been a factor in movement to Kismayo from other parts of the state, even as food in Kismayo is more expensive and difficult to access.

*“Before we came here, we were farmers. I used to grow my own food. But Al-Shabab chased us from our villages. That’s when we came to Kismayo. But life here is very expensive”.*

IDP Woman in Kismayo

Returning refugees receive six months of food assistance from UNHCR on their return. IDPs and host communities do not formally have access to this assistance, although there have been some anecdotal reports that during actual distribution of food aid the lines between these groups are blurred. Food access remains a concern for most households in one form or another – this is indirectly addressed by RDPP in the form of vocational and livelihoods activities.

<sup>7</sup> REACH (2017). *Joint multi-cluster needs assessment: Kismayo district profile*

<sup>8</sup> *Ibid.*



Also not directly addressed through RDPP yet strongly linked to the outcomes it can aspire to achieve is **health**. Better access to healthcare is needed, in particular for IDPs. While Kismayo has one main referral hospital and several other health centers or clinics, these facilities are mainly found within the city limits and near the centre. Community members in the suburbs or in villages surrounding Kismayo may find themselves needing to travel longer distances to access health services. Informants spoke of needing to travel long distances on foot in order to deliver one’s baby. IDPs in particular face difficulties accessing health services, sometimes needing to travel long distances to reach adequate health support.<sup>9</sup>

Kismayo General Hospital functions as an emergency health service, admitting and offering services free of charge to patients with emergency health needs. However, patients with chronic or less immediate health needs, such as those suffering from malaria, diarrhea, or TB find their access to these health services much more limited and costlier. Even if medicine is provided, it is often not trusted.

“My younger daughter has been sick for the past two months. I took her to different medical centres within Kismayo and now I am looking forward to taking her to Mogadishu for treatment as soon as I receive money from her father who is in Dadaab. The medicine in Kismayo is Chinese - it has no quality at all”

Host Community Woman in Kismayo

Returnees highlighted the gap between the quality of health care received in Kenya’s Dadaab and the health care provided in Kismayo. This was especially true when it came to maternal healthcare in Kismayo: at least one focus group participant had lost both his wife and child due to the lack of access to Maternity Health Care provision. While a new health centre is being built in New Kismayo, other mobile forms of clinics and access to health care need to be provided.

RDPP is indirectly contributing to the underlying factors leading to health problems through its WASH component. **Water and sanitation** have an impact on health, and access to clean water remains one of the major challenges identified by key informants. Issues raised include distance to a water source, the cost of the water and its quality. The Durable Solutions Programme reports that in Kismayo East and Kismayo West, a total of 22% of households are more than 500 metres away from a water point, exceeding Sphere standards for suggested maximum distance to a water source.<sup>10</sup>

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<sup>9</sup> *Ibid.*

<sup>10</sup> DSP (2018). *Programming in service provision.*



**Photo 2** - Donkey cart selling water in New Kismayo

When water can be accessed at all, it is often salty and undrinkable. Most community members have to pay for clean drinking water; for those who do not have livelihoods or income, this is an insurmountable obstacle to their health. FGDs reveal that the most vulnerable community members find themselves without any access to clean drinking water at all.

Water and sanitation facilities in Kismayo serve a large population, including communities coming from Al Shabaab-held areas in search of assistance.<sup>11</sup> Returns from Dadaab have put additional pressure on the already limited WASH facilities that are in place. The Jubaland state more broadly is a hotspot for WASH-related health

issues such as acute watery diarrhoea and cholera. Ineffective waste management contaminates both surface and groundwater resources,<sup>12</sup> and cases of female IDPs dying from diarrhoea were reported in FGDs, where they were linked directly to the issues of water contamination and clean water accessibility.

*“The only water we can buy is from the donkey cart and it is salty, we cannot drink it. At times my children fall sick because of the water”.*

**Male Refugee Returnee in Kismayo**

WASH therefore remains a key priority in Kismayo – alongside latrine rehabilitation and creation. In focus groups with IDP women, it was reported that four households had to share one latrine; the arrival of more IDPs has increased the ratio. While the original ratio may have met minimum standards before the arrivals of IDPs and returnees, increased arrivals have meant that this is no longer the case.

## PROMOTING WASH IN KISMAYO

The JSC under RDPP has sought to address the significant WASH issues presented by lack of clean water access. By the spring of 2018, hygiene promotion campaigns had reached 2,971 individuals. This was combined with the development of WASH infrastructure in schools and within the larger community. Infrastructure improvement extended to the construction of 12 gender segregated latrines in schools and the rehabilitation and installation of hand washing facilities in 10 existing school latrines. The rehabilitation of two shallow wells in Kismayo has sought to address problems related to the cleanliness and salinity of this water. In addition to this work, gender sensitive health campaigns and distribution of sanitary kits to 250 girls has supported this. The long-term impact of these activities remains to be seen and will be examined during the endline analysis.

Access to shelter and housing, land, and property (HLP) rights remain a particularly significant issue for IDPs and returnees, exacerbated by the influx of new arrivals. Host community members are more likely to own their homes.

<sup>11</sup> *Ibid*

<sup>12</sup> World Bank (2018d). *Somalia Urban Assessment, towards an integrated approach to services in Kismayo and Baidoa*.

Shelter within settlements remains unstable: IDPs and returnees are particularly vulnerable to exploitation by landlords, and tenancy agreements are often informal and not respected.

In Somalia, forced evictions have increased every year since 2015: in 2018, 205,000 forced evictions were documented, up from 129,000 in 2015. In Kismayo alone, 8,500 people were forcibly evicted between January and July 2018.



Photo 3 - IDP shelter in New Kismayo

### ADVOCATING FOR SHELTER RIGHTS

Under RDPP, NRC has engaged with trained paralegals deployed in Kismayo and Dhobley districts to monitor, document, and report incidents of evictions, including forced evictions. The role of these paralegals is to identify prevention initiatives and response related to forced evictions. In an effort to attain the widest possible geographic coverage, this eviction monitoring network also incorporated members of local land dispute committees with whom NRC is currently partnering. This will be accompanied by advocacy and awareness raising with the greater population concerning HLP rights. The effect of these activities in practice will be assessed at the endline stage.

The government is developing a masterplan in Kismayo, which will affect some of the 145 settlements of IDPs in Kismayo. Access to shelter will remain a crucial issue in coming years, as arrivals and returns to Kismayo increase. If effective responses to this challenge are not established, land and housing issues risk sparking tensions and conflict between various communities, clans and other actors (such as Al Shabaab in peri-urban areas) who are vying for control over resources.<sup>13</sup>

**Security** in Kismayo has improved in recent years is in large part due to the development of the Jubaland State Security (JSS) apparatus. This has significantly increased surveillance in the environment. Al Shabaab has sought to undermine this security by launching attacks on JSS forces, AMISOM forward bases, the Kismayo airport, and the city itself.<sup>14</sup> It has had little success within the city thus far. A 2017 assessment found that none of the households we interviewed had experienced any violence or physical threats within a three-month period, and only 8% of households surveyed had been victims of some form of theft.<sup>15</sup>

<sup>13</sup>Menkhaus, K/DDG (2017).: *Dadaab Returnee Conflict Assessment*.

<sup>14</sup> ReDSS. (2019): *Somalia Solutions Analysis Updated*

<sup>15</sup> REACH (2017): *Joint multi-cluster needs assessment: Kismayo district profile*

FGDs conducted for the RDPP baseline support this, revealing near universal feelings of physical safety amongst all groups, including both male and female returnees, IDPs, and host communities.

“I totally feel safe here in Kismayo and I never thought it was peaceful like this based on what I used to hear from people back on Dadaab”.

Male Refugee Returnee

An increase in arrivals to the city runs the risk of putting pressure on the JSS’s continued ability to maintain its security and surveillance apparatus, as well as exacerbating the possibility of tensions between clans, which have declined significantly in past years, but which may re-emerge if new actors threaten the established order.<sup>16</sup>

### b. Education and livelihoods

**Education** is a significant community need in Kismayo: in 2017, only 6% of school aged children were in school and 74% of households in the same study identified education as a priority need.<sup>17</sup> Barriers to accessing education include the lack of public education and the distance of some households from school facilities.<sup>18</sup> IDP families in particular face difficulties paying school fees for private schools. When parents are able to send their children to school, the quality of education is perceived as low: returnees from Dadaab in particular highlight that education was better back in the camp in Kenya than in Kismayo.

“I think the quality of education here in Kismayo is poor when compared to that back in Dadaab. As for the school children, I saw all different types of children attending the same schools whether IDPs, host or returnees – they all attend the same school. But my children stay at home because I can’t afford to pay school fees”.

Male Returnee

Educational needs in Kismayo surpass the supply, and the forthcoming education infrastructure development plans remain insufficient to address the number of school-aged children within returnee, IDP and host communities living in and around New Kismayo alone. NRC has gathered support from other donors, such as the Norwegian Ministry of Foreign Affairs, to complement the existing efforts. While some of the schools in Kismayo town (such as the ABE schools) still lack a protective wall, not funded by previous donors or by RDPP, NRC has learned from this gap and has sought to address it in New Kismayo through NMFA funding.

Given the time between the start of the repatriation to Somalia from Kenya – in 2014 – and the expectations gap between the situation in Dadaab and Kismayo, families are now expressing a growing concern.

Children have been out-of-school for years. The schools have not yet opened in New Kismayo, while many children have been out-of-school for years, missing crucial formative phases. There is an added concern for those wishing to send their children to secondary school as the current school plans only include primary level schooling. While primary school is free of charge, the fees for secondary school are often prohibitive. Youth are at risk of dropping out of the school system as a result.

<sup>16</sup> ReDSS. (2019). *Somalia Solutions Analysis Updated*

<sup>17</sup> REACH (2017). *Joint Multi-Cluster Needs Assessment: Kismayo District Profile*.

<sup>18</sup> ReDSS. (2019). *Somalia Solutions Analysis Updated*

## BARRIERS TO EDUCATION

Educational programming under the RDPP in Kismayo focuses specifically on the building and rehabilitation of schools as well as teacher training and support. These are central elements in Kismayo: even with the NRC and ARC schools being built in New Kismayo, school capacity will reach only about half of New Kismayo's children of school age, not considering host community children. Teacher motivation and training forms a significant barrier to accessing quality education.

In addition to building classrooms and developing education infrastructure, RDPP consortium members will need to lay out a clear plan to support the growth of teachers and trainers and justify whether the use of a separate curriculum is in line with the Jubaland strategic plans.

Given the fact that the curriculum being taught in NRC schools is an adapted curriculum, training is needed to ensure that teachers are comfortable using it. Teachers working in the NRC ABE school raised the point that they have not received training beyond an initial induction training in 2016.

NRC teachers were not initially included in plans at the training centre that was being developed in 2018 – at the time of fieldwork, NRC had asked for its teachers to be included in the programme. This decision had not yet been communicated to the teachers, who expressed low morale and frustration during FGDs. This frustration was exacerbated by questions of payments and salary levels, broader governance issues impacting the work of the consortium.

### HEARING FROM THE TEACHERS IN KISMAYO'S ABE SCHOOL: KEY PEDAGOGICAL CHALLENGES

*FGDS WITH TEACHERS, JULY 2018*

**Current problems** - "The children are dropping out. Other schools offer school feeding, sanitary pads for girls, and have protective walls. Our school programme does not offer these necessities for children. Students and their families are looking for more than the curriculum. We started with 700 students and on average 45 per class; we are now down to 20 per class, with a gradual decrease to less than half of the initial numbers. Half of the teachers have also left the school."

**The lack of a competitive edge** "Public schools are offering a better package for teachers and students. They have good payments and teachers are trained. Qualified teachers can earn around USD 300. When we worked for public schools, we heard of the NRC schools being set up. We joined NRC as we thought the offer would surpass that of the public schools. Instead we are paid \$100 a month. We are also not getting paid on time. (...) The salaries are often two weeks late."

**The need for partnerships.** "We would like to see other NGOs involved in this school to fill in some of the gaps on salary, school feeding, materials or uniforms. The other agencies are not allowed to partner in the school. We have had visits from LWF, Mercy Corps, Care International..."

Teacher salaries that do not reflect market rates are a significant issue – at the time of the baseline partners were paying a salary of USD 100 / month, below the rate for teachers working at public schools supported by the World Bank.

This was additionally highlighted in KIIs with NRC staff as a significant issue, where skilled and educated teachers were “sometimes earning less than cleaners or guards”. Greater understanding and flexibility on this issue are needed in order to ensure teacher retention and improve morale and quality of education.

In the domain of **livelihoods**, IDPs in Kismayo feel discriminated against, in part due to limited social networks compared to host community members as well as lower levels of education.<sup>19</sup> Households that generate income report three main means to do so: as day labourers (67%), as self-employed business owners (11%), or through agricultural production (8%).<sup>20</sup>

The livelihoods focus under RDPP has been on the provision of vocational skills for youth and entrepreneurship training provided to those engaged in apprenticeship. The first class of 81 graduated in July 2018, in four different skills:

Skill type	Number of students
Advanced tailoring	21
Auto mechanic	21
Brick making and laying	20
Baking	20
TOTAL	81

Interviews with NRC project manager and consortium coordinator highlighted that beginning the second round of TVET training as soon as September 2018 -- immediately after the first round -- could reduce some of the delays incurred at the start of the RDPP project. Both CWW (outside of Kismayo) and NRC (in Kismayo) viewed speeding up programme implementation to fit into a two-year time frame as a way to make up for lost time in the first year of the programme. While this may effectively fit programming into the remaining two-year time frame, rushing implementation without proper labour market assessment or tracking to support training priorities are likely to put the sustainability of the project at risk.

### BOOSTING SKILLS TRAINING WITH BUSINESS KNOWLEDGE

Alongside the skill training and basic literacy and numeracy classes, trainees also received business skills training. The business model development teacher facilitated 18 sessions to the 81 trainees per month. Basic entrepreneurship, partnership, book keeping and record keeping in business, basic calculations, group formation and norms in business were topics covered in the business model development training. The actual impact of this on graduates remains to be seen and will be evaluated during the endline.

<sup>19</sup> ReDSS (2019): *Somalia Solutions Analysis*.

<sup>20</sup> REACH (2017). *Joint Multi-Cluster Needs Assessment: Kismayo District Profile*



**Photo 4 - Future mechanics at the YEP center**

As with school teachers, TVET trainers remain concerned about low salaries and have questioned the ability of the YEP Center to retain them.

Trainers highlighted that returnees often have more knowledge than their local peers, but face challenges understanding trainings given in Somali language. This is especially the case for youth who had spent most of their childhood in a Kenyan camp. This requires trainers to teach in both English and Somali, and so this level of trainer skill must be compensated accordingly.

“We are doing a vital job for our Jubaland community but getting paid too little for it. When compared with other organizations like HDC, Som-action or UNIDO, we receive a third or a quarter of their remuneration. Their rate payment is higher than ours, they get 200 and 300 dollars respectively”.

YEP Center Trainer

In addition, the NRC livelihood approach centres on skills training and entrepreneurship but misses out on financial capital or training for a wider variety of skills. In other words, returnees, IDPs and hosts falling outside of the identified skills categories remain out of the reach of the RDPP consortium. Adopting a more diverse approach to livelihoods, as well as creating linkages to private sector actors within these groups, may create stronger opportunities for these groups to gain access to programming.

Activities in Kismayo might benefit from information sharing and learning with other consortium members. Concern Worldwide, for instance, has developed a separate livelihood and training approach with support catered to three categories:

- Those who have skills but lack start-up funds are trained and given a 2 / 3-month entrepreneurship training and grants in line with their business plans and skills.
- Those who do not have skills and do not have start-up grants are integrated in TVET classes.
- Those who do not want TVET training but want entrepreneurship courses are given a 5-month class and given grants based on their business plans.
- Business mentors are identified for the trainees and grantees, working with them in class settings and working together outside, with continued meetings to share challenges and lessons learned.

Concern will be testing these new models of entrepreneurship outside of Kismayo. Within Kismayo, NRC is continuing activities on the basis of traditional labour market assessments.

A value chain approach is missing – working on this together within the consortium may help bring coherence to this project across locations. The limited time and opportunities for intra-consortium learning and sharing of practice is a hurdle that needs to be addressed if this is to occur.

Linkages to existing initiatives may also prove beneficial: the livelihood cluster in Kismayo, for instance, has set-up a fisheries sub-cluster to which RDPP consortia members can connect over the coming months and years. The opening of markets in New Kismayo and Kismayo town may further generate a demand for specific value chains products. Overall, stronger technical understanding of the support needed for economic systems is required for years 2 and 3 of the consortium’s programmes.

In addition, stronger post training business support and follow-up is needed. At the time of baseline fieldwork, in early July 2018, conversations around and support for the graduates’ business plans and next steps after graduation had not yet started.

An incubator approach will be tested by NRC to transition trainees into a model where they can self-produce and sell on the market, directly utilising the skills gained during the training, and for those who may not be directly employed on the labour market.

### c. Social cohesion

Interviews and consultations with community members highlight that community relationships are positive. This is true at the level of local governance as well: community action plans have included and promoted the involvement of both returnees and IDPs, and community social events, such as sports events or the celebration of World Youth Day, have also supported this movement towards stronger cohesion.<sup>21</sup>

“Today the relationship between the IDPs, the returnees, and the host community is perfect. They work together. We have not heard of conflict or problems between them - thank Allah”.

KII Deputy Commissioner Kismayo

However FGDs with IDPs and returnees also highlight that while there are no explicit tensions between the two groups, interaction is limited due to the fact that they live in different parts of the city – those living in settlements in New Kismayo may not have much contact with IDPs from majority clans living in the main town centre. Recent literature has also highlighted the risk to social cohesion that continued arrivals might bring to Kismayo.<sup>22</sup> Returns to Kismayo will likely double the population of the city and are expected to be a major strain on land and access to basic services, as well as limiting allocation of aid in the city. Returnees from powerful or majority clans are generally assimilated, however those from minority clans – Digle-Mirifle and Bantu – find housing in existing IDP camps and are viewed locally as IDPs, not as returnees.<sup>23</sup>

Integration of minority clans remains an issue. Somali Bantus highlight that they do not feel like their plight is not among programming or policy priorities. This was reflected during fieldwork, where Somali Bantu IDPs shared with field teams their sense that this was the first time their views had been solicited. This lack of community consultation is relevant across the board – from education to training and protection services – and may be addressed through a stronger linkage with the governance elements of the RDPP portfolio, and a prioritization by NRC of setting up community level structures and consultation methods.

Somali Bantus IDPs in Kismayo are currently employed in the seaport, in domestic chores in the homes of hosts, and in the construction sector. Exchanges with the local population are frequent: they produce and sell vegetables, they market livestock products and produce fishing meat to sell. Although they are involved in the Kismayo economic system, they are not sufficiently integrated in humanitarian assistance and are not always able to secure access to schools and housing the way returnees do.

<sup>21</sup> Ibid.

<sup>22</sup> DDG (2017): *Dadaab Returnee Conflict Assessment*.

<sup>23</sup> ReDSS (2019): *Somalia Solutions Analysis*.



Children are left out of the school system and are often being taken care of by grandparents. In several focus group discussions conducted with Somali Bantu Youth and women, children were reportedly being raised by grandparents in the absence of one of the parents. Family separation is another protection issue that can be addressed in programming. One key informant estimated that about 80% of Bantu school-aged children are not attending school, elaborating that:

“*[Somali Bantus] are living among the hosts but are not being represented, they have been left aside from the assistance frameworks and lack representation.*”

IP Key Informant in Kismayo

#### d. Migration intentions

There is not a strong culture of international migration within communities in Kismayo. This was equally apparent in FGDs with all communities, be they host, refugee, or IDP. While a very small minority of respondents did highlight the desire to move due to difficult conditions in Kismayo, this was not a common response or a widespread community dynamic. Nearly all FGD respondents did not openly state that migration was an effective way to change one’s life.

“*No, I do not want to leave. I have been away from the country long time and now that I am back it’s time to take part in the development of the country. I am young: if I leave my country at this time, who else will stay?*”

Male Youth Returnee in Kismayo

“*No, I don’t agree that migration is the best way to achieve a better life. If you see a country which is developed, its people are the reason for that. I am also willing to change my country. I will never ever go anywhere. Remember, “where there is a will there is always a way.”*”

IDP Female in Kismayo

In cases where they did agree that migration represents an option, respondents focused mainly on the potential benefits of internal migration, in particular migration to an urban centre.

## IV. How are the needs on the ground being met?

The following section examines RDPP activities in Somalia, at the time of the baseline and following the evaluation criteria of relevance, coordination, sustainability, adaptiveness and capacity.

#### a. Relevance of programme activities

Basic service provision under RDPP in the sectors of education, livelihoods, water, and HLP rights correspond to relevant priorities and needs of community members as heard in FGDs and key informant interviews, although there had been significant delays in implementing many of these activities at the time of fieldwork. More needs to be done to be aware of what activities would be relevant to the most vulnerable populations, including women and minorities such as Somali Bantus.

Missing from the equation at the time of fieldwork in 2018 was a stronger, strategic focus on governance and support to local authorities, as well as a coordinated plan for the second year, and sufficient communications and engagement with local stakeholders.

Much of the planning was seen as being mandated by donors, implemented by consortium members, but with limited inclusion of the Somali population – whether authorities, host communities or the displaced. Further engagement is needed to ensure that the durable solutions funded by RDPP is led by the Government and local stakeholders; efforts are under way, following the lead of EU-REINTEG’s learning partner, ReDSS. These will be further analysed at the endline stage in 2020.

**Progress has been made for establishing the foundations for an integrated approach:** the basis of peace, security and infrastructure building are present and acknowledged by all. More needs to be done now to strategically plan for the next steps. Concerns over the lack of time to plan and the rush to implement have to be addressed as there is a need to coordinate, engage communities and plan with them for long term sustainability. Feedback loops are lacking and should be integrated in the timeline and resources locally in order to ensure that specific activities remain relevant to the context and the community.

#### **b. Adaptiveness of programme structures**

**Delays in implementation** have resulted in a scramble to fit three years of programming into two. While this has required a certain level of flexibility and adaptation, the risks inherent in trying to rush activities need to be considered. Constraints in funding flexibility, and the limitations of the timeline have resulted in a less adaptive programming environment than is necessary. IPs are willing to listen and to adapt, as was the case with teacher salaries; but they are also limited as to what can be achieved within the parameters of present funding levels and time constraints. This has frustrated local stakeholders as well as implementing partners. As one ministry official put it:

“Very little has been done – we have seen many delays. In our first meeting, we were told the programming is flexible but in reality we see it isn’t.”

Ministry of Education Representative

The context in Kismayo is also rapidly changing and learning and monitoring activities need to be constantly updated: as one partner put it, even a report from three months prior was already outdated. Engaging with continuous learning activities requires resources.

**From the donor end, more flexibility is needed:** while innovation is crucial, partners on the ground feel that they have little room to manoeuvre. Concern Worldwide will be testing new models of entrepreneurship outside Kismayo, while in Kismayo NRC is continuing on the basis of labour market assessments.

Neither of them is taking a solid value chains approach - working on this together could help bring coherence to the project. The limited time and opportunities for intra-consortium learning and sharing of practices is currently a hurdle. Consortium partners should be able to reallocate some funds for learning endeavours that are critical: value chains assessments, diversified training plans, and a skills audit among all – men and women – within displacement-affected communities.

#### **c. Coordination**

Partners need to improve their ability to share their plans and progress, and to include populations in their plans. A participatory or locally led approach can be achieved through proper structures and committees; but also through simpler means of communication such as community conversations, workshops and gatherings.

Events can allow organisations to come together to share their lessons learned, openly lay out challenges, and emulate best practices from partners for a collective approach to integrated services provision. New restrictions imposed by the national government on coordination meetings have been an obstacle to effective coordination: starting from 2018, organisations have to get clearance from intelligence structure prior to any workshop, which can take time. These clearance systems are new processes at the national level, which has complicated the ability to effectively conduct coordination workshops or common learning events for NGOs, partners, or other stakeholders.

At the time of fieldwork, NRC was focusing on establishing community structures within returnee and IDP communities that be able liaise and communicate closely with the existing structures available in the host communities. The organisation was also setting up a local governance framework that would outlive the Jubaland solutions consortium, ensuring dialogue and communication within and between groups. At the time of fieldwork, these structures still needed to be put in place, including training of facilitators and awareness raising of their utility. Once these structures are in place, NRC plans to directly communicate within the communities instead of working through individuals. The impact of this will be examined at the time of the endline.

#### **d. Capacity building and local ownership**

As shared in ReDSS' lessons learnt on early solutions planning,<sup>24</sup> there are key priorities in engaging with government and local authorities:

1. Engaging early to ensure government buy-in.
2. Continuously engaging government in project implementation as a necessary step towards influencing government policies.
3. Collaborating with government actors to identify their capacity enhancement needs.

There are currently three main obstacles to implementation:

**First**, while time has been taken to engage with the government, initiatives have progressed at different paces. The international community has moved forward without formal engagement in the absence of Jubaland policies. As a result, government and non-governmental initiatives are being developed in parallel. In Kismayo, authorities have endorsed the Jubaland strategic plan, yet this has not yet been made public. Strategic priorities need to be aligned with activities; at the time of fieldwork, it was not clear whether these were aligned.

**Second**, while government has been informed of plans for project implementation, they also expect to be part of the actual implementation and monitoring on the ground. Non-governmental organisations are used to implementing with their own staff and are concerned that engaging actively with government may harm the perception of their neutrality. Implementing partners need to establish procedures and guidelines for engaging in capacity enhancement and including government staff in project implementation without compromising their humanitarian values.

**Third**, while government actors have been asked to share their capacity enhancement needs, this conversation has been one-sided. The government provides a list of requests, or NGOs ask the government to send a list. Capacity building needs to move beyond a wish-list of items to ensuring joint undertaking of programme implementation.

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<sup>24</sup> ReDSS (2018): *Emerging Good Practices and Lessons Learned in EU-REINTEG Programming*.

In the case of the Ministry of Education, the government cannot afford the salaries of all the government staff required for projects in Kismayo nor does it have sufficient staff to cover the locations in Jubaland. As such, half of the staff are full time while half are part-time. This is a “chicken and egg situation”: the number of projects planned in Kismayo and Jubaland require staff that can travel and supervise the work being conducted; the government’s own plans also require them to cover coastal areas currently not covered in programs. The level of manpower needed is not sustainable without project funding. In other words, NGOs and donors need to set aside funding for staff purposes.

While the hardware aspects can be planned and fundraised for, capacity enhancement needs should also result from a thorough capacity assessment exercise. This should cover organisational and technical capacity, financial viability, and engagement on solutions planning. Such an exercise can provide a better understanding of the areas of high / low engagement and capacity. In Kismayo, in an environment where the Ministry of Education does not have proper offices, suffers from low morale, and has only half of its staff on permanent payroll, teachers’ voices needed to be heard and requests answered. Donors need to coordinate for maximum impact in addressing these needs.

#### **e. Sustainability and Effectiveness**

The sustainability of JSC’s action will depend both on structural decisions (for instance on the next cycle of TVET trainings), as well as better communications with and inclusion of communities. The focus has been on the provision of vocational skills for youth and the entrepreneurship training provided to those engaged in apprenticeship. Within the TVET framework, improvements are needed in:

- 1) Strengthening the trainer base in the YEP centre. Trainers are voicing the same frustrations as teachers that are part of the NRC education program, indicating structural issues relating to trainer wellbeing and job satisfaction.
- 2) Integrating youth in plans ahead of their graduation and building the choice of skills on the basis of a skills audit and value chain assessment. In July 2018, with a three-month delay, 81 students graduated. At the time of the mission, in early July, conversations around business plans and the steps after graduation had not yet started.

Reactions to delayed activity start have mainly manifested as a desire to rush implementation and fit three years of programming into the two remaining years. While this may allow programming to catch up to the RDPP timeline, rushing implementation without taking stock of ongoing monitoring and learning may put both the long-term sustainability and the short-term effectiveness of the project at risk.

## **V. Conclusion and recommendations: Ways forward to 2020**

The findings provide a snapshot of the baseline situation of RDPP Somalia, with a focus on activities in Kismayo. Different actors have different roles to play in effectively implementing the RDPP vision; the recommendations provide actionable points for actors to build upon the strengths of the project.

### Specific recommendations for implementing partners

NEED OR CHALLENGE	RECOMMENDATION
Lack of buy-in and ownership from local authorities.	<b>Identify and build robust relationships with key local authorities</b> and use an Organisational Capacity Assessment Tool (OCAT) to identify and prioritise needs in partnership with key government actors.
	<b>Include and actively encourage participation of government actors and local stakeholders in leadership roles</b> in planning, coordination, and high-level information sharing mechanisms.
Coordination and information mechanisms are disparate and not participatory or locally led.	<b>Engage with existing information mechanisms to share information and contribute to participatory processes.</b> Community gatherings offer a space for dialogue and gathering feedback. Direct lines of communication can support a participatory approach. The Jubaland solutions consortium should mirror local community engagement (evidenced in Kismayo Community Action Plans) so that they can co-lead the design of projects and the implementation of the activities. Guidelines for the JSC committee structures need to be developed and shared, alongside plans to train them.

### Activity specific recommendations for implementing partners

NEED OR CHALLENGE	RECOMMENDATION
Low teacher morale and minimal teacher training in education.	Feedback loops and teacher training should be prioritised. Training should be led with other teachers in the new training centre but also separately by NRC given the adoption in NRC-schools of the ABE curriculum. Use holiday periods and school closures to strengthen teacher training and provide additional training.
	In line with policy developments in 2018, teacher remunerations and contracts should be reviewed to provide for higher salaries and job security. This is also true for livelihood and TVET trainers.
	Consult with teachers on key training and capacity needs. This includes consultations on key security and material needs (i.e. badges, school supplies) as well as on curriculum and pedagogical support.
Inadequate minimum WASH standards.	Minimum standards must be raised in planning for proper water and sanitation. This should entail a closer involvement of humanitarian actors with the Ministry of Planning.
Knowledge gaps on effective skills, market opportunities, and livelihood pathways.	While a labour market assessment was being conducted at the time of fieldwork, this should be complemented by a skills audit (supply side) and a value chains analysis (demand side) in order to not only benefit from the findings to plan the next cycle of training but also to communicate to youths what their career path can be.
	Establish standards for relevant and effective tracer studies, which provide information on the paths taken by TVET graduates – tracer studies should be undertaken between graduating classes.
	Establish partnerships with private sector actors and involve them in development of skills training and of savings and borrowing mechanisms.

### Structural recommendations for RDPP Steering Committee and Donor

NEED OR CHALLENGE	RECOMMENDATION
Limited space for flexibility and adaptive learning.	Reallocate funds for learning endeavours that are critical: value chain assessments, diversified training plans, and a skills audit among all – men and women – within displacement-affected communities.
Disconnect and lack of information on policies and programming.	An analysis of alignment between policies and programmes is needed, in order to ensure that activities under RDPP are not only aligned with national priorities but that they are also informed by official policies, rather than running in parallel.

## **Annex 1: Limitations of the research**

This chapter focuses on the baseline situation of RDPP-related activities in Kismayo town and New Kismayo settlement as of late 2018. It is crucial to remember that the context in which RDPP operates in Somalia is fundamentally different from the others under consideration: support is extended to returnees and IDPs who are both originally from Somalia. The dynamics of social and legal integration are therefore different compared to other RDPP countries. The research did not explore clan dynamics – these are central to an understanding of integration but form the thematic subject of other ongoing studies.

The research team did not collect quantitative survey data in Somalia. Research conducted in 2018 for ReDSS under the Somalia Solutions Update by the research team, as well as analysis of recent quantitative research conducted in the area partially fills this gap, allowing for a more comprehensive picture of the situation on the ground.

A final challenge encountered by field teams was the reluctance of both host community and returnees to participate in research. This was due in part to interview fatigue as well as fear of stigma for returnees. These challenges were overcome by hiring enumerators from local communities and preparing a detailed introduction and presentation of the background of the study. Special care was taken to make sure respondents understood the purpose of the assessment and its limitations and could give full informed consent. Respondents did not receive any direct or indirect material benefit as a result of their contribution, and they were free to decline participation with no consequence.