

PROTECTION, REINTEGRATION AND RESETTLEMENT OF IDPs



**SECOND SUBSTANTIVE PROGRESS REPORT
FOR THE PERIOD JANUARY TO DECEMBER 2009**

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SUMMARY PAGE

Project Title: PROTECTION, REINTEGRATION AND RESETTLEMENT OF IDPs

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MDTF Project Number: HS-SOM-005-026

Time Frame: 1 November 2007 to 31 October 2009, no cost extension up to June 2010

Locations: Bossaso, Puntland State of Somalia

Implementing Organizations: UNDP, UNHABITAT, UNHCR, FAO, UNICEF, DRC,

Total Project Implementation Cost: \$3,999,948.56

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ABBREVIATIONS AND ACRONYMS

AWD	–	Acute Watery Diarrhoea
CBO	–	Community based Organisation
CHAST	–	Children’s Hygiene and Sanitation Training
DRC	–	Danish Refugee Council
DFID	–	Department for International Development
EOI	–	Expression of Interest
FAO	–	Food and Agriculture Organisation
FM	–	Frequency Modulation
GTG	–	Gender Theme Group
HSTF	–	Human Security Trust Fund
IDP	–	Internally Displaced Persons
JNA	–	Joint Needs Assessment
JP	–	Joint Programme
JPM	–	Joint Programme Manager
LED	–	Local Economic Development
LNGO	–	Local Non Governmental Organisation
NGO	–	Non Governmental Organisation
NRC	–	Norwegian Refugee Council
PBA	–	Puntland Bar association
PHAST	–	Participatory Hygiene and Sanitation Transformation
PLAC	–	Puntland Legal Aid Clinic
PPP	-	Public Private Partnership
PSAWEN	–	Puntland State Authority for Water, Energy and Natural Resources
SGBV	–	Sexual and Gender Based Violence
UN	–	United Nations
UNCC	–	United Nations Common Compound
UNDP	–	United Nations Development Programme
UNDSS	–	United Nations Department for Safety and Security
UNFPA	–	United Nations Population Fund
UN HABITAT	–	United Nations Centre for Human Settlements
UNHCR	–	United Nations High Commission for Refugees
UNOCHA	–	United Nations Office for the Coordination of Humanitarian Affairs
UNICEF	–	United Nations Childrens’ Fund
UNIFEM	-	United Nations Development Fund for Women
SORSO	–	Somali Relief Society
TOT	–	Training of Trainer
TV	-	Television
WASH	-	Water and Sanitation Hygiene

EXECUTIVE SUMMARY

This is the second interim report that reviews the activities and implementation of the Joint Programme for IDPs in Bossaso, Puntland State of Somalia. It builds upon the report that was submitted in 2008, and provides information on the results achieved in 2009, challenges encountered during implementation, and gives broad indications for programme implementation during 2010. Although the programme became effective in November 2007, the first disbursement of funds was not released until April 2008, and this led to a delay in implementation by some partners. Thus by June 2009, four months into the end of the programme, not all funds had been utilised. The programme management therefore sought and received a no cost extension till June 2010. This should allow for timely implementation and a smooth closure to the programme.

Somalia is one of the poorest countries in the world, and the impact of state failure in Somalia has been profound, resulting in the collapse of national and political institutions, and the destruction of social and economic infrastructure, and in severe deprivation of basic social services. Through contributions from the UNHSTF, a Joint Programme was formulated to, amongst others, support the protection, reintegration and resettlement of IDPs in Bossaso, in the State of Puntland.

In an effort to try to address the needs of IDPs in Somalia, five UN agencies jointly developed a pilot programme for Bossaso IDPs, as implementing partners with one additional agency performing a non implementing role. These agencies are FAO (partnering with the Danish Refugee Council), UNICEF, UN HABITAT, UNHCR and UNDP. The programme goal and overall objectives are indicated below:

The Joint Programme for IDPs (JPIDPs) in Bossaso aims to improve human security and living standards, and provide durable solutions for reintegration and resettlement of IDPs and returnees in Somalia, with a particular focus on IDPs currently in Bossaso, North-East Somalia. The programme has three strategic objectives namely, better protection for IDPs in temporary and permanent shelters, improved living conditions in existing and temporary settlements and provision of durable solutions for livelihoods, resettlement and re-integration. The UN Agencies in partnership with their local implementing partners achieved a number of significant results and successes under each of these objectives. These are now enumerated below by strategic objective.

Under Strategic Objective 1, 'enhanced protection for IDPs in temporary and permanent shelters' and coordinated by UNHCR, significant results were achieved. In an assessment prior to implementation, SGBV was identified as one of the biggest protection challenge in the settlements. Thus activities on awareness raising and support actions taken on incidents of SGBV were undertaken. Several committees and task forces were established in the different settlements to monitor, document and refer cases arising for further support. In addition, a database of SGBV victims has been established. The physical layouts of the settlements were improved and coupled with installation of solar lights has enhanced the protection response. Latrines were appropriately located within the settlements thus further enhancing the protection of women and girls. In particular, UNHCR in partnership with a local NGO implemented a sanitary napkin production sub project that enabled the production and distribution of re-usable sanitary napkins to women and girls in the settlements. This afforded dignity to the beneficiaries, and also provided temporary employment and incomes to the IDP women who were employed following a vocational skills training component undertaken by FAO. Under the access to justice component, a partnership with the Puntland Legal

Aid Center (PLAC) facilitated legal aid and representation to various inhabitants of the settlements including IDPs. A free legal clinic supported by a team of paralegals that helped refer legal cases from the traditional to the formal justice system helped enhance rights of vulnerable groups. This was complemented by providing training to the members of the police, law enforcement agencies and judiciary on their roles in protection of human rights. Furthermore, a code of conduct for judges, lawyers, prosecutors and registrars was drafted in consultation with civil society. It is envisaged that this will result in further enhancements of human rights of the population, particularly IDPs and other vulnerable groups. UNHCR also provided support to the Puntland Bar Association (PBA) which facilitated training of law enforcement personnel on human rights law. Under this programme, three lawyers were hired to advocate for the rights of IDPs, and over 50 legal cases against IDPs were followed up, amongst others.

Under strategic objective 2, 'improvement of living conditions in the temporary settlements' and coordinated by UNICEF, a number of significant results were also achieved. UN HABITAT spearheaded activities aimed at improving the physical layouts of the settlements through physical planning which allowed provision of sufficient living space for families, improvements in the road layouts and provision of firebreaks, amongst others. Transitional shelter kits were also provided to IDP households to shield them from the extreme vagaries of inclement weather. Latrines were also provided under this component, and to facilitate decision making and empowerment of the beneficiaries, several committees comprising of IDPs, authorities, land owners and the Un Partners were constituted to oversee roll out of all activities. As of December 2009, 5 settlements with an estimated 1,433 beneficiary households corresponding to 8,779 people had been upgraded. Under the WASH activities spearheaded by UNICEF, water provision and hygiene and sanitation promotion were enhanced. Training was provided to 50 water sources/ tank chlorinators as a strategy to provide safe water. Additional training was provided to selected community groups on hygiene and sanitation promotion through Children's Hygiene and Sanitation Training (CHAST) and Participatory Hygiene and Sanitation Transformation (PHAST). Through this process, 2,300 persons (1,380 adults and 920 children) were reached. Following these activities, it was observed that personal hygiene and environmental hygiene in the settlements improved as was evidenced through regular inspections. In addition, the incidences of acute watery diarrhoea also significantly reduced.

To further enhance access to clean water, UNICEF constructed 6 of 15 planned water kiosks. These water kiosks have management committees to oversee their operations and maintenance through collection of appropriate user fees. It is envisaged that these investments will lead to a significant reduction in the incidence of water borne diseases, whilst saving women from trekking long distances in search of safe water. In addition, a total of 122 latrines in 11 settlements were constructed, and community awareness and sensitization on their use undertaken in all settlements. The results following the construction of these latrines indicate that this has enhanced the protection of women due to closer proximity of the latrines and enhanced their security. This has also seen a reduction in the number of SGBV cases arising compared to when women were travelling further out to the bush.

Under this strategic objective, income generation opportunities were also provided to IDPs and members of the host community through a vocational skills training facilitated by FAO in partnership with the Danish Refugee Council (DRC). 174 beneficiaries (mostly women) were trained in various trades/skills that allowed them to earn incomes. On completion of their training, the beneficiaries were also provided with start up kits (capital in kind) to enable them continue improving their livelihoods. In addition, micro enterprise

training was also provided to introduce business skills to the vocational skills training graduates.

Under strategic Objective 3 'durable solutions for livelihoods, resettlement and re-integration', two components were planned. Local resettlement and integration solutions in Bossaso (coordinated by UN HABITAT) and resettlement in alternative locations (coordinated by FAO). Due to various reasons and primarily insecurity, the latter component did not take off. The reporting provided below will therefore focus on the former component.

Under provision of permanent shelter activities, land for construction of permanent shelters was acquired principally through two methods; namely through purchase of land by IDP families, and through land donations by private land owners. In both cases, committees comprising of various stakeholders were set up to oversee the process of acquisition of land, awareness creation, appeals for land as well as selection of the final beneficiaries. Following discussions with the local authorities, the beneficiaries included IDP families as well as host community families in a ratio of 80:20. Under this arrangement, it is therefore planned that out of the total of 450 permanent shelters to be constructed, 360 will benefit IDP families and 90 will benefit the urban poor from the host community. Three (3) local NGOs were contracted to undertake the construction of the permanent shelters under the close supervision of technical experts from UN HABITAT and officials from the local authority. In November, 252 units of housing were handed over to the beneficiaries. This comprised of 48 shelters on donated land and 204 shelters on purchased land. It is planned that the remaining shelters will be constructed and handed over within the remaining life of the programme.

Under local economic recovery, a consultant was hired to develop a strategy for local economic development in Bossaso. A two day multi stakeholder workshop was held in Bossaso in September during which priority interventions with the highest potential and impacts for reviving the local economy were identified. A draft strategy has been formulated and requires endorsement by all stakeholders.

At the consultative workshop with UN agencies, the business community, government counterparts and IDPs in Bossaso, the workshop clarified the concept of Local Economic Development and how it differs from re-integration strategies that were the focus of the Programme up to now. Closer consultations were held with the business community, through the Chamber of Commerce and select business representatives.

On the whole, Bossaso is fast developing into a transit point for trade and important investments are taking place in transport logistics and electricity sub-sectors. LED discussions identified opportunities for Public Private Partnerships (PPP) in these areas and hopefully, going forward, the Office of the Mayor and the Chamber of Commerce have been identified as good anchors to support the LED process.

The top priority sectors for a LED Programme, as identified by the stakeholders were (i) Livestock Production (ii) Trade – Imports and Exports of Commodities (iii) Services (Public Sector and Private Services) (iv) Fishing and Marine Products (v) Transport and Transit Trade Business (vi) Construction. Under the scenarios explored, private – public partnerships are examined, and the linkages to the macro economy further established. Recommendations on how to implement the strategy are captured in the draft.

A newly appointed Joint Programme Manager assumed the position in July, and this helped galvanise the activities and coordination of the programme. Following field missions to Bossaso, a number of reforms were undertaken including scheduling of monthly coordination meetings alternately in Bossaso and Nairobi, and the identification

of focal points within agencies to support the coordination function. Strategies to communicate effectively were also developed through multi stakeholder workshops in Bossaso and Nairobi. It was noted that HIV/AIDS programming and gender issues were not adequately incorporated in the design and implementation of Phase I and these were identified as key issues for programming in a potential successor programme. In the absence of an overall harmonised monitoring and evaluation system for the programme, the UN agencies continued to use their own internal monitoring systems but the programme established a simple tracking tool, which captures activities, achievements, challenges and future plans on a monthly basis. The inputs to the tool are prepared at agency level, and consolidated by the joint programme manager and shared with all stakeholders in Bossaso, Garowe and Nairobi. This helped dispel the notion that no activities were being implemented, and also helped facilitate corrective action where challenges were noted.

Despite the achievements noted above, a number of challenges continued to hamper implementation of the programme. These include the often deteriorating security situation in Bossaso which limited access by international staff, the lack of public land for investments, the escalating number of IDPs which posed a strain on the meagre resources of government and the host community, the perceptions that IDPs are a security threat, the lack of a national IDP policy which constrained the implementation of an effective response by all partners. Additionally the delayed release of the second instalment of funds from the HSTF impacted on programme implementation for some agencies. Within the UN system, the lack of office premises in Bossaso affected the effective implementation by some partners.

Key plans are now underway to complete implementation of the programme in 2010. Joint work plans and budgets for 2010 were developed and shared. It is planned that these will be shared with government counterparts and local authorities in early 2010. A mission is also planned for the Country Representatives/Heads of Agencies of UN implementing partners to review field implementation and interact with government counterparts on the current and potential future programme. A no cost extension was sought by the programme, to extend the life of the current programme from October 2009 to June 2010. This will allow the timely completion of all scheduled activities by all implementing partners. It is also planned that a gender audit will be undertaken in early 2010 as terms of reference (TORs) for this activity have been developed and agreed upon by implementing partners. This audit will establish whether men and women, and boys and girls equally benefitted from the current programme while helping to inform the design of a potential successor programme. Towards the end of implementation, an evaluation will also be conducted on the overall programme to assess and establish preliminary outcomes and impacts.

Introduction

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Background to the Joint Programme

Somalia is one of the poorest countries in the world, and the impact of state failure in Somalia has been profound, resulting in the collapse of national and political institutions, and the destruction of social and economic infrastructure, and in severe deprivation of basic social services. Through contributions from the UNHSTF, a Joint Programme was formulated to, amongst others, support the protection, reintegration and resettlement of IDPs in Bossaso, in the State of Puntland. The Joint Programme for IDPs (JPIDPs) in Bossaso aims to improve human security and living standards, and provide durable solutions for reintegration and resettlement of IDPs and returnees in Somalia, with a particular focus on IDPs currently in Bossaso, North-East Somalia. Somalia has been in a state of anarchy following the collapse of the Siyad Barre regime in 1991.

The UN estimates that there are about 1,000,000 IDPs in Somalia today representing more than 15% of the total population of 6.8 million. These form a group of chronically vulnerable people who lack even the most basic protection and essential services. Conditions are among the worst in Africa. In 2005, it was estimated that there were about 35,000 IDPs in the North Eastern region of Somalia of which 22,000 are in Bossaso, a coastal town with high exposure to human security challenges.

In an effort to try to address the needs of IDPs in Somalia, five UN agencies jointly developed a pilot programme for Bossaso IDPs, as implementing partners with one additional agency performing a non implementing role (UN OCHA). These agencies are FAO (partnering with the Danish Refugee Council), UNICEF, UN HABITAT, UNHCR and UNDP. The programme goal and overall objectives are indicated below:

Programme Goal and Objectives of the Programme

- 1) Strengthen protection and security for 11,000 IDPs in nine temporary and permanent settlements, as evidenced by:
 - a. Human rights are better protected and incidences of physical violence reduced.
 - b. Physical protection against fire in the settlements in place
- 2) Improve the living conditions in nine existing and temporary settlements, as evidenced by:
 - c. An upgrade of temporary settlements (fire breaks, accessibility, etc) benefiting an estimated 11,000 people;

- d. Improved access to basic services for 11,000 people in temporary settlements;
 - e. Access to immediate income generating opportunities for at least 1,000 IDPs in Bossaso by implementation through community works schemes.
- 3) Provide durable solutions for livelihoods, resettlement and reintegration for up to 5,000 IDPs, as evidenced by:
- f. Local resettlement and integration solutions in Bossaso:
 - i. Sufficient land for resettlement of 550 IDP families allocated;
 - ii. Provision of permanent shelter for 550 IDP families;
 - iii. Access to essential services and infrastructures in areas of permanent settlement;
 - g. Support resettlement and integration solutions in alternative rural and coastal locations:
 - i. Resettlement to places of origin or to alternative locations for permanent settlement facilitated for 350 families
 - ii. Opportunities for local economic recovery in alternative rural and coastal resettlement areas created for 3,000 house-holds IDPs and vulnerable families in host communities

The Joint Programme is levered by recently strengthened UN capacities for field-based coordination of humanitarian assistance. The table below provides indicative outputs and targets as envisaged at the time of formulation.

Original Results Matrix

	Outputs	Targets (as per project document)	Lead
Objective 1	1.1 Protection of human rights and against physical violence	• Physical safety and security in IDP settlements	UN-HABITAT
		• Effective law enforcement in existing IDP settlements in Bossaso	UNDP
		• Access to justice for IDPs and a legal framework for IDP concerns	UNDP
		• Functional structures for human rights protection and monitoring response and advocacy	UNHCR
	1.2 Physical protection against fire	<ul style="list-style-type: none"> • Functional fire preparedness in IDP settlements : • Fire walls to be done in upgraded settlements as well as training in fire prevention and management. 	UN-HABITAT
1.3 Effective management and coordination of assistance to IDPs in Bossaso	• Implementation of the Road Map for Urban Poor, Returnees and IDPs in Bossaso with respect to HSTF-funded components	UNDP/UNHCR	
1.4 Monitoring & Evaluation incl. documentation of best practices	• M & E arrangements in line with the Road Map for Urban Poor, Returnees and IDPs in Bossaso	UNDP	

Objective 2	2.1 Upgraded temporary settlements	<ul style="list-style-type: none"> • 50 % of the existing IDP settlements upgraded (11,000 households): 4 settlements were upgraded, with more than 1,100 families, 	UN-HABITAT
	2.2 Access to basic services in temporary settlements	<ul style="list-style-type: none"> • Improved access to clean affordable water, adequate sanitation and essential infrastructures 	UNICEF
	2.3 Income generation opportunities for IDPs in Bossaso	<ul style="list-style-type: none"> • Immediate income generation opportunities through work schemes in the delivery of basic services and through the support to micro enterprise. • Skills developed for 500 IDPs presently in Bossaso. 	UNDP
Objective 3a	3.1 Land secured for resettlement of IDPs	<ul style="list-style-type: none"> • Sufficient land allocated for up to 550 IDP families 	UN-HABITAT
	3.2 Provision of permanent shelter	<ul style="list-style-type: none"> • Shelter constructed for the most vulnerable groups (up to 550 houses) 	UN-HABITAT
	3.3 Access to essential services and infrastructures in permanent settlements	<ul style="list-style-type: none"> • Access to clean and affordable drinking water, adequate sanitation, solid waste collection and disposal services for 100 % of the population in the permanent settlements 	UNICEF
	3.4 Income generation opportunities for IDPs in resettlement areas	<ul style="list-style-type: none"> • Immediate income generation opportunities through works schemes in the delivery of basic services and through the support to micro-enterprise for IDPs 	UNDP
Objective 3b	3.5 Resettlement of IDPs facilitated	<ul style="list-style-type: none"> • Assistance to decision-making on options for return • Support to the return of displaced persons with transferable assets to their places of origin 	UNHCR
	3.6 Local Economic Recovery	<ul style="list-style-type: none"> • Community productive infrastructures in support of micro enterprise • Access to credit, training, and other support functions for micro enterprise in areas of resettlement for at least 1,000 households including IDPs and vulnerable host communities 	UNDP FAO

Results by Objective

Strategic Objective 1. Better protection for IDPs in temporary and permanent shelters (Coordinator UNHCR)

Protection concerns are a major problem for the displaced population living in IDP settlements in Bossaso. A survey carried out by UNHCR and the Danish Refugee Council in the framework of the Protection, Reintegration, and Resettlement of IDP Project highlighted the main human rights violations: sexual and gender-based violence (SGBV), harassment, physical attacks, illegal arrests, and forced evictions are very high especially in some of the most disadvantaged settlements.

Output 1.1 Protection of human rights and against physical violence

1.1.1 Physical safety and security in IDP settlements

The following activities were undertaken:

- Ongoing discussion with the authorities and other relevant partners on the need for the project, and modalities of implementation. Graphic presentations were prepared to explain the advantages of the solar lighting project and its impact.
- Identification of the locations where the solar lights would be placed. Some of the lights are placed where IDPs and urban poor were resettled in permanent shelters, others will be placed in the IDP settlements, while few others will be positioned for demonstration purposes in public areas and in the premises of key municipal buildings.
- An Agreement of Cooperation was signed by UN-HABITAT and the Bossaso Municipality for the implementation of the project. Under this agreement, the municipality subcontracted the procurement and the installation of the solar lights to a qualified private company.
- A tender was carried out for the award of the contract; several competitive bidders took part into the tender and a contractor was selected.
- In December 2008, a contract was issued by the Bossaso Municipality to the selected contractor. However, the contract expired in April 2009 without the activity being undertaken by the contractor.

While the authorities and various organizations are putting in place long-term mitigating measures to reduce human rights violations (e.g. strengthening the capacity of the police), UN-HABITAT has been targeting the short-term improvement of the IDPs' security through the provision of solar street lighting in the IDP settlements. This approach was tested in the Hargeisa IDP settlements and proved to be very successful in reducing the risk of attacks in the night hours, enhancing the general security in the settlements, and reducing the risk of SGVB for women and vulnerable individuals while accessing latrines or returning to their shelters.

The selected contractor incurred in substantial delays in the procurement of the equipment. After several rounds of consultations involving UN-HABITAT headquarters, the municipality and UN-HABITAT line Ministry, the Ministry of Interior, a second contractor was selected to procure and install the solar lights. However, the Agreement of Cooperation with the Municipality of Bossaso expired in April 2009 with only five (5) solar streetlights installed therefore, after internal discussions it was resolved to move forward with the street lighting project in partnership with an international NGO.

The activities' completion was initially planned for April 2009. It is now expected that the solar street lights will be in place by March 2010 through CESVI, an Italian NGO, if no further complications arise. The pictures below highlight an artistic impression of how the lights will look after installation.



Figure 1. Artistic impressions of the solar street lighting programme to be undertaken

1.1.2 Access to justice for IDPs and a legal framework for IDP concerns

This activity has mainly been undertaken by UNDP. With the aim to improve quality of justice dispensation through increased access to justice, in December 2008, UNDP entered into an agreement with the Puntland Legal Aid Center (PLAC) to provide free legal aid to economically deprived, vulnerable groups and individuals on remand status and in pre-trial detention in Mudug, Nugaal and Bari regions of Puntland. The Bari region interventions contribute to the HSTF funded Joint Programme for IDPs in Bossaso programming.

The UNDP Project *“Increase Access to Justice and Legal Aid for Vulnerable Groups and Economically Deprived Individuals”* comprises the following main components:

- Providing free sustainable and pro-poor legal services for vulnerable groups, in particular women, children, the elderly, IDPs, refugees and minority clan;
- Carrying out prison and police custody visits and providing free legal assistance and representation for individuals on remand status and in pre-trial detention
- Drafting in consultation with the civil society a code of conduct for judges, lawyers, prosecutors and registrars;
- Supporting the mobile court project implemented by the Supreme Court and the Ministry of Justice and religious Affairs under a Letter of Agreement with UNDP Somalia;
- Raising awareness among key criminal justice stakeholders and civil society on legal aid, access to justice and implementing partners’ legal services as prerequisite for the development and maintenance of a just and fair criminal justice system and with a particular focus on marginalized individuals in the community;
- Setting up a paralegal scheme to refer legal cases from the traditional to the formal justice system, raise legal awareness and contribute to settle disputes through mediation and arbitration at IDPs camps and community level;
- Providing training to the Puntland Police Force and custodial corps members on human rights related to administration of justice and protection of persons subjected to detention and imprisonment.

The project has two lawyers based in Bossaso, and has undertaken several legal cases, contributed to the release of prison inmates who were detained well beyond the limit of legal detention or for minor offences, raised awareness on legal aid, access to justice

and legal rights among traditional elders, IDPs and criminal justice stakeholders and regularly monitored detainees in prison and police custody.

The project also comprises six (6) paralegals, who are tasked with raising awareness on legal aid and access to justice at IDPs settlements and community level and settle local disputes by mediation and arbitration. The project endeavors to address some of the main factors which over the years lead to widespread human rights violations and abuses, i.e.:

- There is limited access to justice, if any, for economically deprived and vulnerable groups, including lack of public legal aid schemes;
- In prisons and police custody, many individuals are detained well beyond the prescribed pre-trial times without access to legal counsel. Police custody and prisons are overpopulated by individuals who are detained, on remand or convicted (but may in many cases have valid grounds of appeal) and cannot afford any legal defense-related fees;
- Key justice stakeholders often lack commitment and knowledge of their obligation to develop and maintain a just and fair criminal justice system. Custodial corps representatives, police force members and local judicial personnel need to be involved in supporting the activities and services of legal aid partners in order to facilitate entry into prison, police custody and court;
- A widespread culture of impunity has undermined the trust of the civil society in seeking legal redress. The civil society has little knowledge or understanding of rights, legal aid and access to justice procedures;
- Police Force members are often reported to be involved in human rights abuses and violations. Police and custodial corps lack knowledge of international human rights standards related to law enforcement and prison administration.

In particular, Puntland Legal Aid Center lawyers visited the prisons in Bossaso, once a week to carry out the following activities:

- a) Screen the remand caseload to make sure that people are remanded lawfully, their cases are being expedited and they are held appropriately as per the Criminal and Criminal Procedure Code, Prison Law 1971 and pertinent international human rights standards;
- b) Monitor the cases that are not in line with domestic law and procedures and duly report;
- c) Conduct periodic census to determine who is in prison, duration, reason, age and gender;
- d) Provide legal information to prisoners to allow them to understand the law, processes and apply this learning in their own cases;
- e) Give special attention to vulnerable groups, such as IDPs, women, juvenile offenders, the elderly, etc;
- f) Require the prison staff to co-operate with legal aid service providers and advertise these services and how to access them in each prison.

The project has also been giving special attention to the legal needs of individuals detained in police stations. Lawyers visit the main police stations in order to:

- a) Provide general advice and legal assistance at police stations to victims of crimes as well as accused persons;
- b) Visit police cells or lock-ups;
- c) Monitor custody time limits after which a person must be presented before the court;
- d) Be present during police interview if possible;

- e) Screen juveniles for possible alternative detention programmes;
- f) Require the police staff to co-operate with legal aid service providers and advertise these services and how to access them in each police station.

The PLAC has been promoting legal education and raising awareness on access to justice and legal aid, with a particular focus on women, IDPs and minorities legal rights by setting up training workshops for traditional elders, IDPs and women groups representatives. In particular, the implementing partner disseminated legal information that would help detainees, disadvantaged and vulnerable groups to understand:

- Their rights and how to seek legal redress through the justice system;
- The various institutions entrusted to protect their access to justice;
- The steps involved in starting legal procedures.

Furthermore, additional training has been provided to selected law enforcement personnel and custodial corps members on human rights related to administration of justice, in particular standards relating to pre-trial detention, criminal investigation, legal assistance and representation, detention and treatment of prisoners in line with the main domestic legislation, i.e. Penal Code, Criminal Procedure Code and Prison Law 1971, etc., and international human rights standards related to the administration of justice, i.e. Standard Minimum Rules for the Treatment of Prisoners, Basic Principles for the Treatment of Prisoners, Body of Principles for the Protection of All Persons under Any Form of Detention or Imprisonment, United Nations Rules for the Protection of Juveniles Deprived of their Liberty, Declaration on the Protection of All Persons from Being Subjected to Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment.

The trainings aimed at mobilizing correctional services and police force capacity, providing information on international human rights standards relevant to the work of police and correctional services and encouraging the development of skills in the field of human rights standards applicable to law enforcement and prison management.

The PLAC was able to obtain sustainable achievements through regular consultation with criminal justice system administrators, including the Minister of Justice, the Attorney General's Office, members of Supreme Court and Higher Judicial Council, judges, lawyers, prosecutors, police, prison representatives, media representatives, in order to present and update legal aid services, activities and objectives; better link the legal aid project with all key justice stakeholders; gain access to prison, police custody and court; encourage to allow legal aid to be provided at police stations, in pre-trial detention facilities, in courts, and in prisons; and sensitize to the societal benefits of providing free legal aid.

Below is a summary of the main activities carried out by the Puntland Legal Aid Center from January to December 2009.

- In Bossaso, legal assistance and representation was provided to 33 economically deprived clients, 124 IDPs, 13 refugees, 19 minority, 7 women and 8 juveniles;

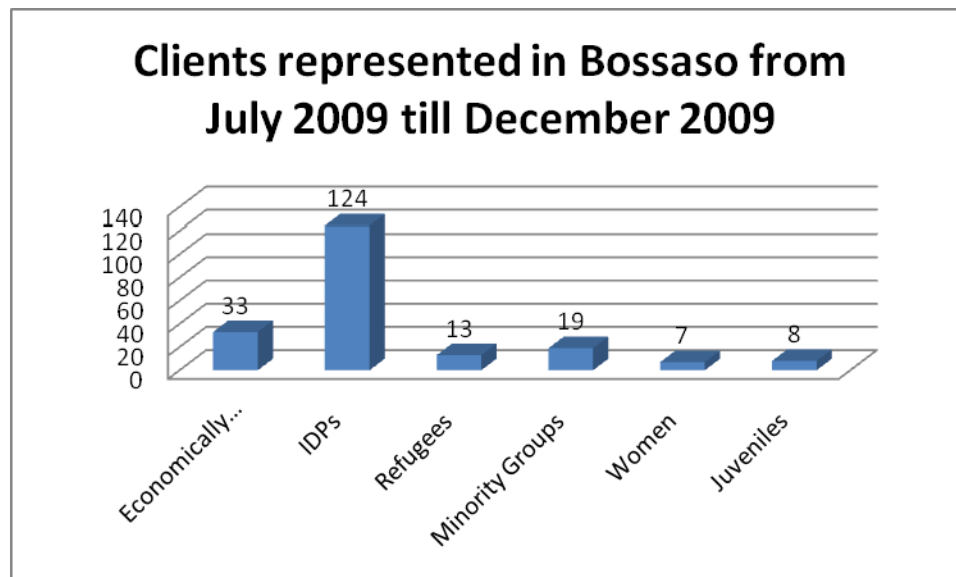


Figure 2. Clients represented in Bossaso

- From August – December 2009, the six PLAC paralegals settled by mediation and arbitration 81 cases at community and IDPs settlement level. The paralegals also carried out regular monitoring visits in various IDP settlements in Bossaso including (Biyokule, Girible, East Bossaso, 10 Bush, 55 Bush, Mingis, Bulo Elay and Bokolka Bush) in order to inform them about PLAC services, undertake legal cases and provide conflict mediation and resolution;
- The two lawyers have undertaken regular monitoring of prisons in Bossaso, Garowe and Galkacyo in order to assess conditions of detainees and undertake legal cases and conduct regular visits to IDP camps to raise awareness of PLAC services, undertake cases and provide conflict mediation and resolution;
- A two day workshop was held on ‘the independence of the judiciary’ in Puntland for 36 participants, i.e. 20 judges, 4 prosecutors, 3 lawyers, 5 members of the Garowe Paralegal Association and 4 members of the custodial corps. The workshop aimed at commencing a broad dialogue and discussions on current constraints, challenges and strategies to improve and safeguard the independence of the judiciary from the executive branch in Puntland;
- A two-day workshop on “IDPs and Refugees in the context of Islam, national and international laws was held in Garowe for 51 participants, i.e. lawyers, judges, registrars, Islamic scholars, civil societies, traditional elders and women group representatives. The aim of the workshop was to raise awareness about the main domestic legal provisions, the Shari’ a and international legal framework which address the issue of protection of IDPs and refugees;
- One workshop was conducted in Bossaso for 30 members of the judiciary, custodial corps and police on human rights related to administration of justice and protection of persons subjected to detention and imprisonment.

1.1.3 Functional structures for human rights protection and monitoring response and advocacy

Responses to the High Incidences of Sexual and Gender Based Violence (SGBV)

A rapid protection assessment was undertaken to identify the most vulnerable of the 23 settlements in Bossaso. Preliminary indications were that IDPs suffer human rights abuses and violations. Several settlements reported gang attacks, rape, illegal arrests and harassment from landowners and the police. The perpetrators according to the IDPs

were people from the host community and the police. As a result of this assessment, UNHCR programming was designed in a manner that addresses issues of human rights violations in general, and SGBV in particular.

Achievements following programming response

i. Increased awareness of SGBV related problems among target IDPS communities

Nine awareness campaigns were carried out targeting IDPs and host communities which enhanced the knowledge of IDPs and the host communities regarding SGBV. This resulted in breaking the silence of survivors, enhanced collaboration between host communities and IDPs, as well as a reduction in the number of SGBV cases recorded in some IDP settlements.

ii. Establishment of referral mechanisms and improved response for SGBV incidents

A referral mechanism was established for IDPs for medical and legal issues where survivors obtained access to both medical check-up and legal representation. A total of 134 medical and legal cases were referred, while 75 vulnerable cases were supported with cash grants. Usually, the survivors get support to access the police, police report, medical assistance, legal representation and arrest of perpetrators.

iii. Establishment and operationalisation of the SGBV taskforces

30 SGBV taskforces were established for 24 IDP settlements and 30 for the host community. Members of the host community taskforce included government, local community – based organisations (CBOs) and other SGBV working groups. These task forces act as linkages between SGBV case workers and IDP communities, facilitate SGBV interventions and work closely with all SGBV stakeholders.

iv. Establishment of IDP community committees

20 IDP community committees were established for IDP settlements in Bossaso and 20 for host community villages. These committees facilitate collaboration between host communities, resolve conflicts among IDPs and the host communities, resolve SGBV incidents and serve as focal points of the communities.

v. Establishment of a SGBV database

A SGBV database was regularly maintained during the project period and is updated on a weekly basis. The database collects information about survivors, incidents, time, location and type. As of December 2009, 215 cases of SGBV were reported. However, the database is manually operated, and very time consuming. It also does not allow for easy retrieval of materials and information.

vi. Improved performance of 15 SGBV Case Officers on SGBV

15 SGBV case workers were trained on how to report, document, and interview survivors and how to provide adequate support. While the project had only planned one training for the case workers, in fact additional training was given to them.

vii. Top Puntland decision and policy makers are influenced and SGBV bills and acts endorsed

An advocacy workshop for Puntland decision makers was organized. A three day advocacy workshop had 30 participants from Puntland decision makers, including amongst others, police officers, the judiciary, city councilors, the advisor of the President for social affairs, traditional elders, and religious leaders. The workshop discussed the best way in which incidents of SGBV can be managed and reduced.

viii. Production and distribution of re-usable sanitary towels

Seven production centres were established and engaged for the production of sanitary

kits. The total production which was prepared for distribution was 49,752 sets equivalent to 149,256 pieces of sanitary pads. The production process employed 151 poor IDPs and host community young girls and women, some of whom had received skills training from the FAO activities of the programme. Out of the targeted 23 IDP settlements, distribution has already taken place in 18 IDP settlements. The remaining sanitary kits will be distributed to the remaining 5 IDP settlements subsequently.

Additionally, under UNHCR programming, a project was created that provided support to the Puntland Bar Association (PBA). Under this programme, a number of achievements that support the enhancement of protection of basic human rights were achieved. These are enumerated below:

i. Training on human rights law for police officers, law enforcement and lawyers in Bossaso, Garowe and Galkayo. 40 Police personnel in Puntland were trained (90% male, 10% female) on human rights law. This has helped to institutionalize the understanding of roles of various state actors in protection of human rights and enhanced human security.

ii. 40 judges/paralegals in Bossaso, Garowe and Galkayo were trained (20% female, 80% male). This strengthened the operations of the judicial system, enhancing access to justice as an intended outcome for beneficiaries

iii. 40 IDPs client cases in Puntland courts resolved and followed up by the Puntland Bar Association (PBA).

iv. The Puntland Bar Association (PBA) hired (3) lawyers who advocated for the legal rights of IDPs in Bossaso, Garowe and Galkayo.

v. The Puntland Bar Association also handled and followed up over 50 legal cases of IDPs in Puntland and ensured that their rights were not violated.

vi. PBA created a data base of human rights violations, which had been referred to them. However, this database will need further improvements to ease use and access of information, but is likely not to capture all victims of violence due to the culture of silence.

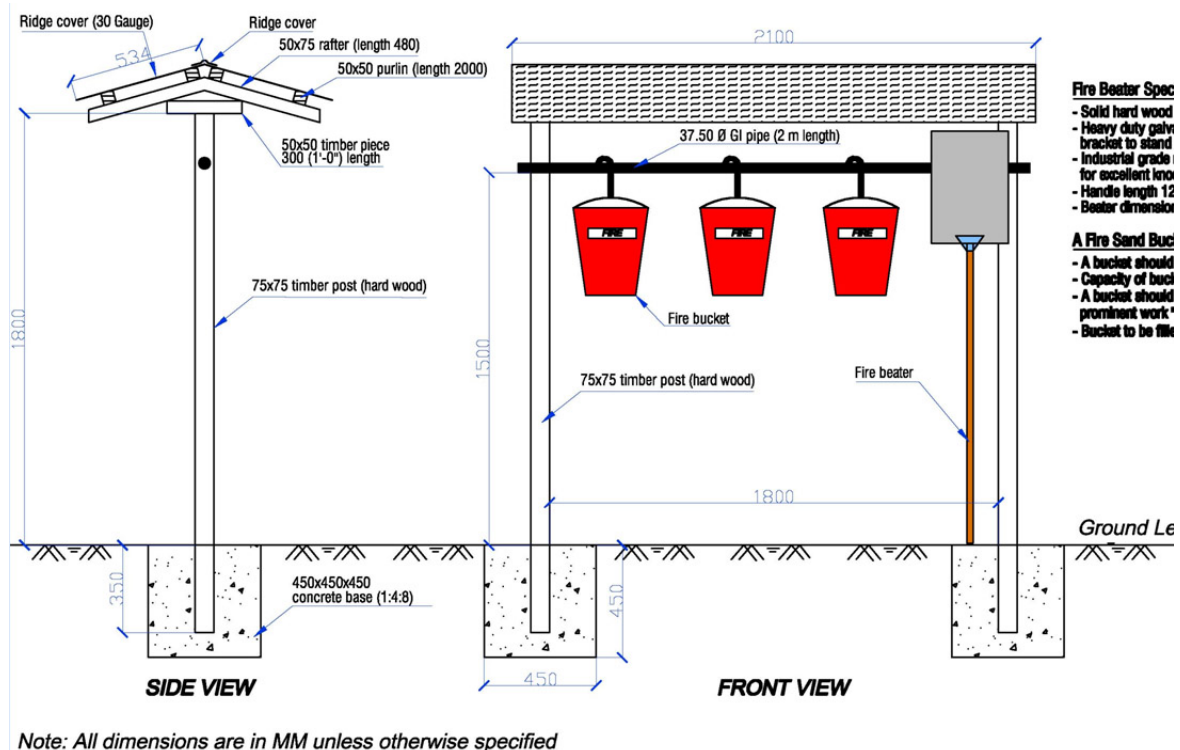
Output 1.2: Physical Protection against Fire Outbreaks

In addition to the human rights violations experienced, fire outbreaks are another major concern for the displaced populations of Bossaso. The IDPs live in makeshift shelters made of clothes, rags and other highly flammable materials that – combined with the extremely hot temperatures in the summer time combined with the very strong winds – result in very high numbers of fire incidents registered every year. The figures collected by the Bossaso Shelter Cluster over the past years confirm the seriousness of the problem. In 2007 alone, 14 of the 21 IDP settlements in Bossaso were affected by fire, and over 1,800 families had their shelters and belongings destroyed. In some cases, arson was the source of fire outbreaks.

To address this issue, several interventions were implemented. The UN Agencies in partnership with the Danish Refugee Council (DRC) supported the Municipal Fire Brigade with equipment and training; awareness raising for the IDP communities is being carried out as well. The Norwegian Refugee Council (NRC) was involved in clean-up campaigns to remove the garbage accumulated in the settlements. This - besides having very positive effects on health and hygiene aspects – prevented the fast sprawling of the fire amongst the *buuls*. Further interventions are nevertheless needed.

UN-HABITAT has adopted a two-track approach to tackle the problem: (1) Upgrading and re-planning the IDP settlements, including firebreaks (see the following paragraph on Objective 2); and (2) Undertaking community awareness and training activities in line and in collaboration with the efforts made by DRC.

The project developed a systematic fire response system in each settlement which enabled the IDPs to respond more effectively during fire outbreaks. The scope of the project included awareness raising campaigns, creation of fire response committees, and contingency planning. The project also established basic fire fighting infrastructures in the selected IDP settlements (pictorial representation is provided in the image below).



The activities carried out for the implementation of the community awareness and training activities include:

- Preparation of a concept paper and of an Agreement of Cooperation with a local implementing partner for the direct implementation.
- Selection of a suitable local NGO capable to carry out the planned activities. The GARWADO NGO has been selected by a multi agency panel of local and international experts.
- Selection of the priority settlements to be targeted with the programme with the aim of avoiding duplication and repetition, and applying lessons learnt in the process. The settlements selected for the training and awareness activities are: 100 Bush, Ajuuraan, Bulo Mingis, Biyo Kulule, and Tawakal.
- Through an agreement with a local non governmental organisation (LNGO) the projected activities i.e. implementation of the training, awareness activities, and development of firewalls and fire-breaks were implemented and fully finalized.

No major constraints were encountered in the implementation of this component, and the expected completion date for this activity is planned as May 2010.

1.3 Effective management and coordination of assistance to IDPs in Bossaso

The first Joint Programme Manager assumed office in November 2007 but resigned in June 2008. This led to a gap in sustained coordination for the second half of 2008, and for the first half of 2009. UNDP started the process of recruitment of a new Joint Programme Manager in the latter half of 2008, and completed the process in June 2009. The new Programme Manager reported for duty in July 2009.

This gap in coordination, resulted in part, to delayed submission of the first interim report, and implementation in general as the implementing partners were not acting in a concerted manner and with little coherence and synergy. With the coming on board of the new Programme Manager, a no-cost extension was requested for, and granted by the MDTF/HSTF in New York in September 2009, extending the life of the current programme from November 2009 to June 2010. Also impacting on implementation was the delayed disbursement of the second installment of funds. Although requested for in August 2009, funds were only disbursed to implementing agencies in December 2009. This constrained the activities in most components, and is likely to have implications for timely closure.

Summary of activities undertaken by the Programme Manager since July 2009

- i) Regular Coordination Meetings – after one year of limited coordination, the new Joint Programme Manager streamlined and galvanized the coordination function. Focal points for the implementing agencies have been identified at both field (Bossaso) and Nairobi level. This has facilitated timely decision making on matters that require consensus. The meetings are held monthly, or more frequently as the need arises.
- ii) Development of a Communication Strategy – one of the key challenges the programme was/is facing were inappropriate perceptions by all stakeholders, including government counterparts, local authorities and IDPs themselves about the programme. A consultative workshop with all stakeholders in Bossaso in October 2009 identified the need for an enhanced communication and information sharing strategy. The Bossaso workshop held in October generated basic components of the strategy, and this was followed up by a ratification/endorsement workshop subsequently in Nairobi. The basic intentions of the strategy are to facilitate the timely dissemination of information to all stakeholders of the programme using the most cost effective and appropriate channels.
- iii) Identification of focal points from the line ministries overseeing implementation of the project, and advocating for their participation in the monthly meetings – as a strategy to harmonise planning and coordination, and to maximize coherence and synergy between government counterparts and the UN Partners. Four out of six ministries have identified focal points and this will support timely decision making and joint planning.
- iv) Establishment of a monthly reporting process which acts as a monitoring tool and facilitates dissemination of information to all stakeholders – a new initiative that was developed to support timely dissemination of information, and corrective action where applicable. This is a one page matrix that highlights activities undertaken, challenges encountered during implementation during each month. These reports are prepared at agency level and then submitted to the Joint Programme Manager at the end of each month for consolidation and disseminated to all stakeholders in Bossaso, Garowe and Nairobi.
- v) Gender issues - following two field missions to Bossaso by the Programme

Manager in September and October 2009, and discussions with implementing partners, one of the key issues identified was the lack of gender responsive programming or tracking. The coordination team reviewed this position in September and resolved on the need to have gender responsive programming that would address gender concerns and issues. It was also revealed that gender was not explicitly taken into consideration during programme design, but several attempts had been made to address this during subsequent implementation. It was thus agreed that gender mainstreaming be a key priority for the rest of implementation of phase I, but a key and integral issue for any subsequent programming, as the issues faced men, boys, women and girls differently. Two key processes were therefore initiated:

1. The initiation of a formal working relationship and partnership with gender experts – formal and excellent working relations have been developed with the Gender Theme Group (GTG), whose members have agreed to support programme planning (gender experts from FAO Somalia, UNIFEM and UNFPA). With the GTG, two solid achievements have been realised; the finalization of terms of reference for recruitment of a gender consultant to undertake a gender audit, and the raising of the profile of gender programming.
2. The preliminary assessment of levels of incorporation of gender dimensions in programming indicate that no deliberate efforts were made to in build gender programming. This can only be properly assessed by undertaking a gender audit. The gender audit is planned for 2010. It is anticipated that in subsequent programming, the implementation will be more gender responsive, and benefits of the programme will be shared more equitably among all genders (adult males, adult females, boys and girls). This will be tracked through the development of appropriate gender dis-aggregated indicators.

vi) Partnership with local authorities, government counterparts and local NGOs - On partnership building, with the local authorities, various members of the Nairobi based coordination team with support from Bossaso based colleagues made several missions to Bossaso and Garowe, and kept the municipal, regional and government authorities informed of progress of implementation and challenges encountered. This has been augmented by the circulation of the monthly reporting briefs to the authorities. To improve planning, the programme facilitated the identification of focal points from the ministries who will now sit in the monthly coordination meetings in Bossaso. By December 2009, 4 of 6 government ministries and the local authority have named their focal points. It is thus envisaged that from March 2010, the coordination meetings will have participants from the UN, local authority, and government ministries. At the strategic and policy level of the programme, there is a need to constitute a Steering Committee whose membership comprises UN Partners (Heads of Agencies or their designated representatives), government representatives and the donor. This issue was raised in bilateral meetings with Heads of Agencies in August 2009. Plans are underway to formally constitute and convene this organ in March/April 2010. As mentioned previously, good working relationships have now been built with UN Partners and this needs further consolidation.

With local implementing partners, the joint programme manager met with all local implementing partners of UN agencies and provided them with an opportunity to air their perspectives of the programme and challenges encountered. These issues were subsequently raised at coordination meetings. Some are within the mandate of the coordination team in Bossaso to address, while others require the interventions of Nairobi based stakeholders.

vii) Development of a concept note for a potential successor programme – in view of

the magnitude of the problem that IDPs face, and the limited response that has been offered primarily due to limitations in funding, and at the request of the government counterparts and the IDP representatives, the coordination team members have been exploring options and possibilities for continuing support to IDPs. Several geographical areas have been mooted, and the team has now developed a second draft of a concept note for a potential successor programme. This will subsequently be presented to the UNCT for endorsement/approval after harmonization with local authorities and government counterparts.

viii) HIV/AIDS Programming – this is one of the limitations that were identified in programming by all partners. No advocacy or programmes are in place to support HIV/AIDS initiatives. In view of this shortcoming, all implementing partners were requested to identify all opportunities available to them, including capacity building and training sessions, to advocate for best practices on HIV/AIDS prevention. This has been done in collaboration with UNICEF HIV/AIDS programmers and UNDP Specialists.

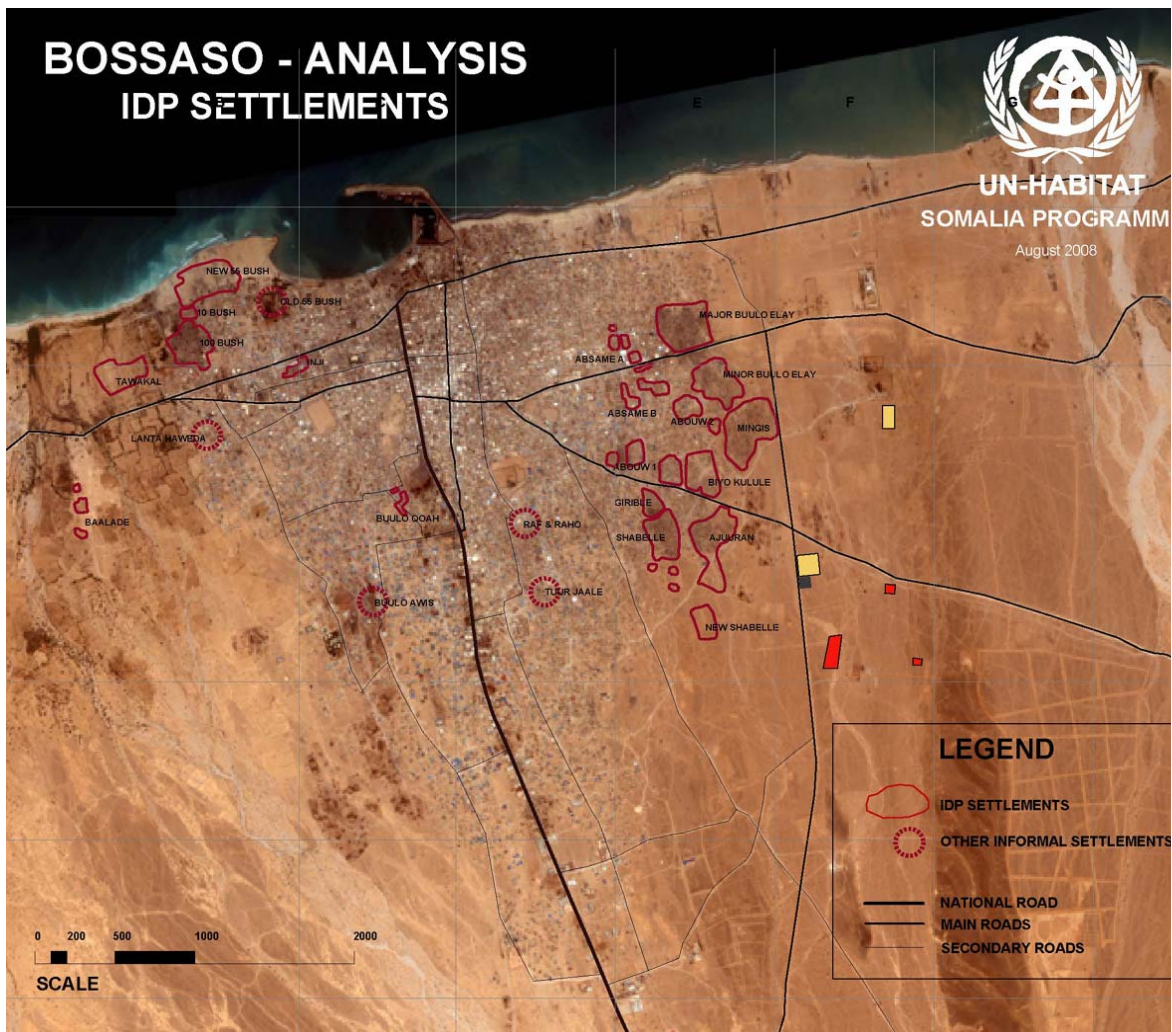
1.4 Monitoring and Evaluation including documentation of best practices

Although the programme does not have an overall M&E system, implementing agencies have continued using their own internal monitoring and evaluation systems. Joint monitoring of programme implementation by agency focal points was constrained, in part, by the restrictions on ceilings for international staff in Bossaso. However, the simple tool introduced by the Joint Programme Manager acts as a good substitute to integrated monitoring and tracking of activities undertaken and challenges encountered. It allows for the collection and compilation of data on a monthly basis, and upon consolidated from the agencies is disseminated to all stakeholders for information sharing and for corrective action, where applicable.

Strategic Objective 2. Improved living conditions in existing and temporary settlements (Coordinator UNICEF)

2.1 Upgraded temporary settlements

As mentioned earlier, living conditions of the displaced populations in the IDP settlements are very dire. Protection, health, sanitation, shelter and basic services are some of the most urgent issues to be addressed. This objective, targeting 11,000 of the most vulnerable IDPs, has the potential of having a great impact on improving the lives of the displaced persons, as well as improving the general living environment of the city to the mutual benefit of host and displaced communities. At the time of drafting the proposal, such figures corresponded to 50% of the existing IDP population, while now the estimated number of IDPs rose to over 75,000 (according to unofficial government sources). Nevertheless, the Joint Programme agencies agreed to target the 11,000 beneficiaries as a medium-term output, and to look into possibilities for replication in additional IDP settlements within or without the current Protection, Reintegration, and Resettlement Programme.



Settlement upgrading entails various components, each essential for the achievement of the final result. A good settlement layout, improved shelters, sufficient number of latrines and water points, space for services and for vehicular access, presence of fire breaks are all essential elements for a successful upgrading. The budget allocated for this important component – according to the project document – is US\$ 11,500. Within the small financial resources allocated, UN-HABITAT has been working in collaboration with the other agencies involved in the programme, and with the members of the Shelter Cluster to maximise the impact of each separate upgrading activity carried out by the individual agencies. UN-HABITAT, NRC, UNHCR, DRC, UNICEF are collaborating – each on its field of expertise – towards the achievement of the expected outputs.

The main responsibilities for the achievement of this objective are:

1. UN-HABITAT: coordinating and facilitating the upgrading process and its components; negotiating with local authorities and landowners over arrangements for land occupation by IDPs; re-planning the informal settlements to allow sufficient living space for the families, as well as space for roads, firebreaks, and basic services and infrastructure; support the registration of the beneficiaries and the distribution of the improved transitional shelter kits, one per household, to the IDP families; and conducting basic training on settlement planning and risk prevention. As a co-lead of the Shelter Cluster together with UNHCR, UN-HABITAT has an

important role in coordination and monitoring of the shelter activities carried out.

2. NRC, UNHCR, and DRC provided improved temporary shelter kits, and coordinate the distribution and physical construction of improved shelters;
3. DRC constructed additional latrines;
4. The Shelter Cluster and its implementation 'arm', the Action Team, selects the settlements to be upgrading in accordance to vulnerability and access criteria, carries out identification and registration of beneficiaries, handles the logistics of the upgrading, and solve disputes that might arise from the project.

The IDP Settlement Committees are fully and actively involved in the process, and the Bossaso authorities step in whenever disputes which have not been solved by the Settlement Committees and by the Action Team arise.

The specific activities carried out were:

- Identification of priority IDP settlements to be upgraded, in line with recommendations of the Protection Assessment. The settlements selected and upgraded so far are: Tawakal, New Shabelle, Bulo Elay, Ajuuran, and Biyo Kulule.
- Registration of individual households residing in the selected settlements: each household was registered, as the vulnerability criteria are settlement-based and not household-based.
- Planning of settlement: firebreaks, vehicular roads, space for services and basic infrastructures were created; provision was made for sufficient household living space. This resulted in the decongestion of the settlements and in improved overall settlement layout. Some families were relocated to different areas of the settlement or to other settlements, in agreement with private landlords and with beneficiaries.
- Improved fire retardant shelter kits were distributed. The shelter kits distributed changed three times from the beginning of the project, to accommodate lessons learnt and newly arising needs of the beneficiaries. Few families at a time received the materials and the support for assembling the kit.
- Additional latrines were constructed in the settlements.
- Conflict resolution interventions and negotiations for the relocation of IDP families who have to move to different areas were undertaken.
- Facilitation of discussions between the communities and private landlords.

This activity is 80 per cent completed as of December 2009. Since the beginning of the project, the following settlements have been upgraded:

- Tawakal: 364 families
- New Shabelle: 75 families
- Bulo Elay: 123 families
- Ajuuran: 511 families, and
- Biyo Kulule: 360 families.

The total number of beneficiary households is 1,433, corresponding to an estimated 8,778 people. Upgrading interventions had a very positive impact on the reduction of the fire outbreaks in the settlements. While in 2007 over 1,800 families had their shelters and belongings destroyed, in 2008 the number of families affected by fire almost halved, and "only" 1,001 families were affected. None of the upgraded settlements was affected by fire.

Although this activity is at an advanced stage of completion and no major constraints were encountered, the lack of funds for additional shelter kits hampers the up-scaling of the upgrading. The unstable, fluid, and fragile security situation in Bossaso, does not always allow agencies to operate in the IDP settlements, and the consequence is delays and difficulties in monitoring and implementation.

If the security situation does not degenerate further, the expected completion date of the remaining 20% for this activity is the first quarter of 2010.



First prototype of shelter kit



Second prototype



Community mobilisation session



Ongoing construction

Below: Upgraded settlements



2.2 Access to basic services in temporary settlements

Water and Sanitation services demand has always been high in Puntland and specifically among Internally Displaced Person (IDP) communities settled within urban or semi-urban areas, such as those surrounding Bossaso town. Most IDPs have been displaced by the extensive armed conflicts in South Central Somalia, although some have migrated to urban areas because of environmental disasters and degradation, which has destroyed their livelihood and resulted in scarcity of food and potable water.

In response to these needs and the insecure existing situation in IDP camps, the Joint Programme was initiated by UN agencies to improve the living conditions of the affected population in a holistic manner. The major issues to be addressed under the JP included protection of vulnerable people, shelter, land allocation, gender inequality, health, education, and water, sanitation and hygiene (WASH).

Within the Joint Programme, UNICEF maintains its leading role for WASH services focusing on Objective 2 - Sub result 2.2 and Objective 3 - Sub result 3.3 of the programme. In line with the objectives, UNICEF's major tasks in this programme include:

- Support training of fifty (50) water sources/ tanks chlorinators;
- Support training of water points caretakers;
- Support procurement of 600m water pipes for extension of water to IDP camps;
- Provision of operations, maintenance and masonry tools;
- Support training of selected community groups on hygiene and sanitation promotion through Children's Hygiene and Sanitation Training (CHAST) and Participatory Hygiene and Sanitation Transformation (PHAST);
- Support development and dissemination of training materials;
- Support construction of ten (10) solid waste collection points/skips and four (4) incinerators;
- Construction of fifteen (15) water kiosks connected to city water supply system for potable water accessibility.

By end-December 2009, six of fifteen (15) planned kiosks and most of the hygiene promotion activities were completed. Chlorination of water sources has been ongoing. The most important result to date has been the prevention of the annual occurrence of Acute Watery Diarrhoea (AWD) for the first time in the last few years, thanks to the intensive hygiene and sanitation campaigns.

2.2.1 Hygiene and Sanitation Promotion

UNICEF supported a local NGO partner Somali Relief Society (SORSO) to conduct Hygiene and Sanitation promotion at 23 IDP settlements successfully contributing to a reduction of incidence of Acute Watery Diarrhea (AWD) in these settlements. According to information gathered from a senior medical officer in Bossaso General Hospital in December 2009, there were no cases of AWD reported in the year, which can be at least partially attributed to the result of intensive hygiene and sanitation campaigns carried out by WASH agencies.

180 camp committees and 50 TOTs were successfully trained on PHAST and CHAST. The size of each committee for the 23 camps is between 7-8 people. A total of 2,300 adults and children in 23 IDP camps were reached by SORSO through PHAST (1,380 adults) and CHAST (for 920 children) trainings. These participants then actively assisted the TOTs with group and house-to-house hygiene and sanitation promotion which

covered proper hand washing practices, maintenance of personal hygiene, keeping the household environment clean and proper use of latrines. SORSO engaged the local media (newspapers, TV and local FM radio station) to broadcast hygiene and sanitation messages to reach a wide audience.

The hygiene and sanitation activities were aimed at enabling IDPs to learn and receive knowledge and skills on good hygiene practices, leading to behavioural change. 8,640 households (6,667 IDP and 1,973 vulnerable host community households) were provided with soap for hand washing to promote attitude and behavior change.

Garbage collection campaigns for proper disposal have been successfully carried out, and continue as a regular activity of the communities. To enhance IDPs' efforts in garbage collection, 86 sets of sanitation tools (wheelbarrow, spade, pick axe, and sweepers) were distributed. Five out of 10 mobile skips and 3 out of 4 planned incinerators for medical waste were also completed by end-2009.

Personal and environmental hygiene has improved following PHAST and CHAST training, as evidenced during regular physical inspection that the cleanliness of the homes/camps has improved. People have adopted proper hand washing in all 23 IDP camps and express the importance of hand washing in the fight against diarrhoea. This is often demonstrated by IDPs themselves whenever there is a meeting on public health or hygiene and sanitation promotion. This has been achieved through increased general hygiene awareness and distribution of soap.

2.2.3 Water Supply

The Puntland State Authority for Water, Energy and Natural Resources (PSAWEN) is responsible for the construction of the distribution pipelines and 15 water kiosks for the IDPs. A total of 6 of the 15 planned water kiosks were completed during the reporting period. In summary, by end-December 2009, the following activities had been successfully completed:

- Rapid Assessment of WASH services in the camps.
- Work-plan for interventions developed and shared with JP partners.
- The TORs for a WASH Engineer were developed and an engineer recruited.
- SORSO regularly chlorinates 106 water sources situated in both the host communities and IDP camps. This includes daily chlorination of six shallow wells and chlorination of 100 berkads every time they are filled. SORSO has put in place a chlorination concentration sheet to guide the 50 chlorinators during treatment of the water sources. SORSO provides chlorine powder, gloves and spoons for the 23 IDP camps and undertakes daily supervision to ensure proper chlorination. Some SORSO staff members have been trained to use chlorination test tubes to monitor water points.



Figure 3 Newly built water kiosk in an IDP camp in Bossaso

2.2.3 Sanitation activities

Under Output 2.2 (Objective 2), “Access to basic services in temporary settlements”, a total of 122 latrines in eleven (11) IDP settlements have been constructed. Community awareness/sensitization on the use of the latrines was done in all the 11 IDP camp settlements. Through regular monitoring, beneficiary satisfaction is assessed for the relevance, acceptance and utilization of toilet facilities. The monitoring tools also gauge impact of the established latrines in IDP settlements over an improved sense of safety and security among women due to proximity of latrines to the shelters.

The results of the monitoring activities conducted indicate that establishment of toilet facilities has improved women’s protection due to close proximity and enhanced security. Initially, there were many rampant cases of Sexual Based Gender Violence (SGBV) when women were travelling far away in the bush. The toilets are in optimal use as a result of continuous sensitization on the significance.

2.3 Income generation opportunities for IDPs in Bossaso

2.3.1 Vocational Skills Training

Under the Strategic Objective two, Output 2.3 to “promote income generation activities among the IDPs”, FAO has trained 178 beneficiaries in both vocational and enterprise skills. The aim of vocational and enterprise skills training is to impart life and business skills that promote self reliance to reduce vulnerability at household level through increased incomes hence improved living conditions.

Over the two year project period, 250 beneficiaries from 22 settlements were planned to receive vocational and business skills training. In the first phase beneficiaries were selected with an emphasis on women and vulnerable persons from marginalized clans. Out of the initial 100 trainees, 74 were women. The age of the beneficiaries varied from 18 – 40 years with due consideration for female headed households and clan balance per settlement. Baseline data was collected for all the beneficiaries using a specially designed household wealth index tool¹ that revealed that 90% of the selected beneficiaries were rated as very poor on the wealth index score.

¹ The annex shows the household index survey tool used to collect the information

2.3.1.1 Beneficiary selection and profiling

Using the clan based matrix², beneficiaries were selected in an inclusive, participatory and transparent environment. Priority was given to IDPs with some level of skills and with business development potential.

The criteria also focused on vulnerable households with emphasis on those with existing business skills and potential. Out of every four selected beneficiaries, only one was chosen without business experience but mainly due to prevailing economic and social vulnerability. More importantly, the overarching aspect of selection was based on degree of willingness to resettle or reintegrate, where acquired skills will be useful for durable livelihood solutions.

The process involved selection of beneficiaries based on the individuals' motivation, determination/ability and current markets dynamics in Bossaso which dictated type of skill to be adopted based on demand. The targeting was undertaken in the most transparent and accountable manner possible, while respecting the culture, traditions and way of life of the IDPs with specific attention on the socio - political structures underlined within the clan system³.

The table below shows the name of the local NGOs contracted to provide training for the first phase of 100 IDPs, trade/skill type and the number of beneficiaries dis-aggregated by gender.

Name of NGO	Skill type	No of beneficiaries	Gender	
			F	M
Amin Women and Child Organization (AWCO)	Tie and Dye	24	20	4
Daryel Women Organization (DAWO)	Catering, confectionary making and Household management	21	21	0
Puntland Environmental Protection Association (PEPA)	Fishing and Fish Processing	18	0	18
Hodman Relief and Development Organization	Beauty Salon, henna application, and making of local perfume(unsi and adar)	13	13	0
	Tailoring	24	20	4
Total		100	74	26

During the second phase of vocational training, which started in August of 2009, a total of 78 IDPs beneficiaries were targeted. After an initial assessment of the demand for the skills in the market, beauty care, henna making and catering were dropped. Hand craft skills were on demand and the products had good edge in the market.

As a result, this information informed design of the second phase of training thematic focus. In both cases, women and vulnerable groups were given priority in selection.

² The clan matrix shows beneficiary allocations on proportionality to its population

³ Community Based Targeting Principles for Community Driven Development

The table below shows the breakdown of beneficiaries per skill and gender during the second phase of training.

Name of NGO	Skill Type	No of beneficiaries	Gender	
			Female	Male
Amin Women and Child Organization (AWCO)	Tie and Dye	20	19	1
Daryel Women Organization (DAWO)	Hand Craft	21	21	0
Puntland Environmental Protection Association (PEPA)	Fishing and Fish Processing	17	0	17
Hodman Relief and Development Organization	Tailoring	20	20	
Total		78	60	18

The Recovery and Sustainable Livelihoods Programme of UNDP is also undertaking a vocational skills training programme to benefit both IDP and host communities, as part of activities of the Joint Programme. A prequalification exercise was undertaken in August and September during which potential LNGO Partners were identified. Several proposals were submitted by LNGOs to the Programme, and by the end of 2009, the proposals were still undergoing technical review. It is planned that this vocational skills training programme will commence in early 2010. Similarly, other community driven initiatives and public works activities will be implemented in 2010 to provide employment and incomes to IDP households.

2.3.1.2 Micro Enterprise and Credit training

Micro enterprise training was designed to introduce business skills to the vocational skills graduates. Generally the training encompassed:

- Record keeping and simple accounting
- Financial management
- Marketing
- Access to credit and credit management
- Group savings and revolving funds (GSL Model) and
- Product development.

A total of 177 beneficiaries underwent the vocational skills training after one beneficiary emigrated to Yemen after the skills training in Sept of 2009. These beneficiaries received material grants for US\$ 200 each for start up of small scale businesses. They have formed groups for savings and revolving funds.

During the enterprise training, skills on business and group formation were taught. At the end of the training the beneficiaries were therefore equipped with skills on records and basic financial management.

Photos of beneficiaries of the FAO sponsored vocational skills training programme

Picture 1 Tailoring Group Learning how to use the machine



Picture 2: Hand craft beneficiaries practicing the TARASH skill

Picture 3: Tie and Dye beneficiaries practicing how to dye the cloth



Strategic Objective 3. Durable solutions for livelihoods, resettlement and reintegration

Local resettlement and integration solutions in Bossaso (Coordinator UN-HABITAT)

3.1 Land secured and 3.2 Provision of permanent shelter

To ensure a sustainable social and physical integration of the displaced populations within town limits, and an early recovery from the trauma suffered by the families affected by the conflict, the project envisages the provision of security of tenure and permanent shelter to a number of selected and particularly vulnerable IDPs. The project document indicates that up to 550 permanent shelters will be provided; nevertheless the growing inflation and the increased costs for construction materials may have the implication of amending the provision to about 450 permanent shelters only.

The implementation of this component of the project is particularly challenging. Obtaining land for the permanent resettlement of IDPs is extremely difficult in a context where land law and regulations are not in place, the competent authorities have no capacity to manage or make land available, and there is no public land. Such challenges are aggravated by the resistance and discrimination against IDPs by the host community. UN-HABITAT has nevertheless been able to build trust and understanding amongst the parties on the need for such an intervention, which will ultimately benefit the IDPs as well as the host community.

Obtaining land for the Permanent Resettlement

In 2007 - with the support of DRC, UNHCR, OCHA, and in collaboration with the local authorities and the communities - UN-HABITAT provided permanent shelter to 140 IDP families and urban poor in Bossaso. For the Protection, Reintegration and Resettlement Programme, UN-HABITAT proposes an approach built on the lessons learnt from the previous interventions and readapted to the current conditions of Bossaso. Such an approach has two tracks: (1) Provision of shelter on land already purchased by the IDPs; and (2) Provision of shelter on land donated land by private land owners.

a) Land Purchased by IDP Families (Land and Beneficiary Selection)

The Approach - The survey conducted by UN-HABITAT in twelve (12) IDP settlements has revealed that over hundred IDP families have purchased land over the period from 1996 to 2008 with prices ranging from US\$ 1 to US\$ 8 per square meter. These plots - mostly purchased within the IDP settlements - are better positioned and closer to services than the plots donated for the previous permanent shelter project. Considering that the IDPs have the potential to buy land in good locations (in terms of livelihood, access to services and protection), it was proposed to build up to 200 permanent shelters on the land purchased by the IDPs, if the location and the beneficiaries fulfil the criteria described below.

Criteria for Land:

1. Land purchased should be either from within the existing IDP settlements or from an area not far away from the town limits;
2. Land purchased should have a written documentation to prove land ownership/tenure;
3. Land purchased should be free of disputes and in area suitable for residential use;

4. The plot dimensions for each shelter unit should be at least 75 square m and with rectangular shape;
5. The plots of land should be clustered in groups of at least 10 plots.

Criteria for Beneficiaries:

1. The IDP receiving assistance should have resided in Bossaso for at least 5 years;
2. The IDP receiving assistance should not possess any other property in Puntland;
3. IDPs should be willing to contribute their own resources (labour, materials, etc.) in the construction of shelter;
4. IDP families living on their land and have some form of investment already done will be given priority over those lands which are lying vacant.

b. Land Donation by Landowners

The Approach - Up to 250 houses for IDPs and urban poor will be built on lands donated by landlords to the Municipality or to the Elders Association, who will then hand it over to UN-HABITAT for shelter construction. This approach is widely known and accepted by the Bossaso citizens and landlords, because it was used for the recently completed permanent shelter project. Land donations to the benefit of the urban poor are called *wafiq* in the Islamic land law and are widely used by Muslim communities across the world.

Process for Obtaining Land – Appeals (TV, Radio, leaflets, individual contacts, through municipality, etc.) are made to private landowners willing to donate land for permanent resettlement of IDPs and urban poor. Private land owners are informed about the benefits they will receive from the donation of a part of their land for shelter construction (e.g. provision of services such as water and roads to the area, increase of land value, etc.). Land owners are also informed about the conditions following land donations (no money exchange, no claims on land after the donation, no contracts for the construction of housing, etc.).

Criteria for the donated plots:

- Sufficient dimension to accommodate at least 20 housing units and related public spaces - access roads, etc. – (min 2500 sqm)
- Free of land disputes
- Suitable for construction
- Not too distant from town and from existing services (max 1 km), and not too distant from existing water networks or from alternative sustainable sources of clean water. Preference will be given to plots that are near to such services
- Free from environmental hazards and any other factor that could harm the future residents of the settlement
- All necessary legal documents pertaining to the donated land should be in place before commencing the implementation of shelter activities.

Beneficiary Selection for the Shelters on donated land

IDP families to be resettled on donated land will be selected from the existing temporary IDP settlements through the process described in the following paragraph. The selection of urban poor to be settled on donated land will be done by the local authorities following the process indicated below.

The beneficiary selection is a key component of the success of the project. The participation of the community in all stages of project design and implementation is

strongly advocated by UN-HABITAT. Therefore it is imperative to complete the selection of beneficiaries before starting with the planning and the design of housing. This enhances the sense of ownership for the project and contributes to its success. The selection is done according to the humanitarian principles of impartiality, neutrality, and non-discrimination. The approach used is based on the lessons learnt from the beneficiary selection of the pilot resettlement project in Bossaso, integrated with new elements designed to fit the changing situation on the ground.

Percentage Distribution of Shelter Between IDPs and Urban Poor - The project is intended to support IDPs. Provision to allocate a certain percentage of shelters to the urban poor has been considered to promote integration of host communities with the IDPs, increase protection of the IDPs, and receive more support from the authorities along the process. IDPs will receive 80% of the shelters provided, while urban poor will receive 20%. Such percentages were agreed among the authorities and the agencies.

Selection of IDPs To Be Resettled on Donated Land - Due to the prevailing insecurity in Bossaso, the selection of beneficiaries should follow a simple and swift approach. The selection of the IDP settlements is based on vulnerability criteria, population size, age/duration of the IDP settlement, ease of access to the settlement, and previous shelter interventions. Once the IDP settlements are selected, the IDP Settlement Committees and UN-HABITAT oversees and coordinates the registration of eligible beneficiaries. All meetings must be public to ensure transparency and accountability.

1. **The eligibility lists** - To give equal opportunity to all IDP families and speed up the process, all IDP families from the selected IDP settlements are included in the eligibility lists.
2. **Lotteries** – A lottery for each settlement will be organized. All the households included in the eligibility lists will participate.
3. **Tenure certificates** – After the lotteries, tenure certificates for all selected beneficiary IDP families will be prepared and endorsed by all the concerned authorities. Terms and conditions of the ownership will be clearly mentioned in the land tenure certificate.

Selection of Urban Poor - The Municipality will select the 90 most vulnerable urban poor families to receive permanent shelter on the donated land. The steps planned for this activity are:

1. The Municipality broadcasts on the media that the selection of urban poor for permanent resettlement is open. All eligible families should register with the municipality.
2. The Municipality presents the final list of urban poor to the Selection Committee for endorsement, together with justification of how the selection was made. UN-HABITAT and the implementing UN agencies will conduct a verification exercise to ensure that the selection was fair and transparent.
3. The list will be made public and a 3 weeks deadline will be given for submitting complaints (if any) to UN-HABITAT.

Criteria for Selection of Urban Poor: no property or fixed asset in Puntland; and household income below US\$100 a month.

Establishment of Selection Committee - A selection committee, to act as the final decision making body for the beneficiary was established. The selection committee is responsible for guiding and advising on relevant policy matters as per the prevailing laws and norms of the country. The selection committee members are: a representative of the Bossaso Municipality; one representative of the traditional leaders representing the clans in Bossaso; one representative of the religious leaders; one women representative; one

representative from the IDPs community; UN observers from the UN-HABITAT and if possible, other UN implementing partners).

Construction of Shelters

Once the above mentioned steps are completed, the construction of the shelter will start. Due to the prevailing security situation and the difficulties in deploying international UN-HABITAT staff on the ground in Bossaso, the actual implementation of the construction activities and the related community mobilization is subcontracted to local implementing partners (NGOs). The matrix below indicates the main steps for the construction of the shelters utilizing a self-help approach.

N	Activity	Description
1.	Identification of the beneficiary households and their location.	Listing names, household composition, dimension and location of the land. Obtaining tenure certificates.
2.	Appointment of NGO personnel	1 project manager, 2 community development officers, 1 engineer, 2 foremen, and 1 finance assistant
3.	Community mobilisation	The NGO mobilises the beneficiaries, explains to them the process of the construction, clarifies roles and responsibilities of all stakeholders involved (including beneficiaries' role), and answers questions of the communities. An adequate number of sessions are prepared in consultation and collaboration with UN-HABITAT staff in the settlements. An adequate number of Beneficiary Committees are established.
4.	Media campaign	UN-HABITAT organises a media campaign on objectives of the project and modalities of implementation.
5.	Selection of local contractors for the construction of Phase 1 and local NGO's for management of the building / construction process	The construction of the foundations and slab of the shelter unit, the excavation of the pit and the provision of the slab of the pit latrine are executed by a local contractor. The contractor is selected through a transparent and competitive bidding process managed by the NGO with UN-HABITAT supervision and support.
6.	Setting up of the sites for construction	The sites for construction are demarcated, and the precise position of the shelter and of the latrine is marked on the ground.
7.	Construction of Phase 1 by the selected contractor	Construction of foundations and floor slab for the shelter units and provision of pit and latrine slab for latrines.
8.	Start of Phase 2 – community mobilisation and distribution of vouchers to beneficiaries	The NGO explains to the beneficiaries the modalities of implementation of Phase 2. The NGO distributes a copy of the voucher to each beneficiary; a corresponding copy should be kept by the NGO.
9.	Selection of the construction materials suppliers	The NGO selects the material suppliers that will provide construction materials for Phase 2 of the project.
10.	STEP 1 - Distribution of walling materials and first instalment of labour subsidies; construction of walls and ring beam by beneficiaries	<ul style="list-style-type: none"> • The NGO (in collaboration with the materials' suppliers and with the help of the Beneficiary Committees) supplies to the beneficiaries the materials for construction of the walls (room + latrine) up to and including the ring beam. • Necessary construction tools are distributed. • The first instalment for labour subsidies is be distributed in cash and recorded in the voucher. • When materials or subsidies are delivered to the households, the recipient beneficiary and the NGO both sign the two copies of the vouchers. • UN-HABITAT engineer certifies delivery and the use of the materials distributed in the corresponding space of the

		voucher.
11.	STEP 2 – Distribution of walling materials for the construction of walls above ring beam and roof; construction of walls above ring beam and roof.	<ul style="list-style-type: none"> • The NGO supplies the materials for the construction of the walls above the ring beam and the roofing materials to the beneficiaries. This includes: hollow blocks, sand, cement, wooden rafters and purlins, and corrugated iron sheets. • The second instalment for labour subsidies is distributed in cash and recorded in the voucher. • When materials or subsidies are delivered to the households. • UN-HABITAT engineer certifies the delivery and the use of the materials distributed in the corresponding space of the voucher. <p>Materials and labour subsidies will be distributed ONLY to the households who completed the construction of Step 1.</p>
12.	STEP 3 – Distribution and installation of doors, windows, and white wash	<p>The NGO supplies doors, windows, and white wash according to quantity and specifications outlined in Annex D.</p> <ul style="list-style-type: none"> • When materials or subsidies are delivered to the households, the recipient beneficiary and the NGO both sign the two copies of the vouchers. • UN-HABITAT engineer certifies delivery and the use of the materials distributed in the corresponding space of the voucher. <p>Materials and labour subsidies will be distributed ONLY to the households who completed the construction of Step 2.</p>
13.	UN-HABITAT Certification	The UN-HABITAT engineer certifies the successful and up to standards completion of all housing units.

In line with what described above, the activities so far carried out are:

1. Obtaining Land for Permanent Resettlement

A. Land Purchased by IDP Families (Land and Beneficiary Selection)

- The project was explained to the authorities; their inputs were consolidated into the strategy and a final road map for implementation was prepared.
- A media campaign was launched to explain the project and the process to the Bossaso communities and to the IDPs.
- An information campaign was carried out in each settlement by UN-HABITAT.
- All IDPs who purchased land and wanted to be part of the project registered their application in the Municipality, where UN-HABITAT staff collected their application and the land ownership title. 870 families filed their applications.
- A detailed verification process took place in the settlements. Each family was verified, the position and the dimension of the plots were assessed, and the eligible beneficiaries were listed. Out of 870 applicants, 199 families were selected: Ajuraan settlement - 80 families (out of the 127 initially registered); Bulu Abow - 50 families (out of the 78 initially registered); Biyo Kulule - 43 families (out of the 52 initially registered), Bulu Mingis - 26 families (out of the 37 initially registered). All the selected beneficiaries submitted the completed registration form and a copy of the ownership certificate stamped by the relevant authorities. Shabelle, New Shabelle, Girible, 100 Bush, Tawakal and Bulu Elay settlements have been indicated as non respondent to the criteria.

B. Land Donation by Landowners

- A workshop was held with the Bossaso authorities, elders, religious leaders, and representatives of the IDP community. The project was explained and the need for land donation was raised.
- A registration campaign for land donation was initiated. Potential land donors were identified and the plots to be donated were assessed, according to the set criteria.
- Two plots were so far selected; the ownership of land was transferred from the landlord to the elders association. The two plots so far obtained can accommodate about 150 shelters out of the 250 planned shelters. Negotiations for the transfer of additional plots are ongoing.

2. Beneficiary Selection for the Shelters on Donated Land

- All 199 beneficiary households who will receive assistance for the provision of permanent shelter on purchased land have been selected.
- The IDP settlements that will benefit from the permanent shelter project have been identified utilising vulnerability criteria, and participation in other previous or ongoing shelter projects.

NAME OF THE SETTLEMENT	ESTIMATED N. OF HOUSEHOLDS	PARTICIPATED IN PREVIOUS RESETTLEMENT PROJECT	SUGGESTED AS TARGET SETTLEMENT IN THE PROTECTION SURVEY	SETTLEMENT PROPOSED
100 BUSH	719	YES	YES	
BULO ELAY	740		YES	YES
AJURAAN	511	YES	YES	
SHABELLE	608		YES	YES
ABSAME	535	YES	YES	
BULO MINGIS	702	YES	YES	
ABOW	506		YES	YES
BYIO KULULE	360			YES
10 BUSH	234			
TAWAKAL	241		YES	
GIRIBLE	183			

- The list of the eligible beneficiaries for each settlement has been prepared in collaboration with the Danish Refugee Council and in accordance with the criteria listed above.
- The final lists are now being presented to the communities, and the final lotteries for the selection of the final beneficiaries are being organised.
- Meetings were held with the Municipality and the elders for the preparation of the list of urban poor. The list is under preparation.

3. Construction of Shelters

The steps undertaken towards the physical construction of the shelters are:

- Preparation of the technical documentation: Concept notes, drawings, bills of quantities and related budgets have been finalised.
- Collection of expressions of interest from qualified NGOs was undertaken.
- Selection of suitable NGOs has been finalised. Three (3) NGOs were selected.

- Agreements of Cooperation with the selected NGOs were prepared, signed and activities rolled out;
- Training on reporting and financial procedures has been carried out for the local counterparts.
- Rolling out of the shelter construction activities for 450 permanent, durable shelter units i.e. 360 shelter units for IDPs and 90 shelter units for the urban poor
 - Construction of 402 permanent shelter units on purchased land by IDPs
 - Construction of 48 permanent shelter units on donated land
- Hand-over of the 252 shelter units on 21 November 2009 to the beneficiaries i.e. 48 shelter units on donated land handed over to beneficiaries of the host communities (urban poor) and 204 shelter units on purchased land by IDPs handed over to the IDP beneficiaries.
- Finalization of 42 shelter units carried out by SHILCON by first quarter of 2010;
- Roll-out and construction of the remaining 203 shelter units out of total of 450 shelter units

Besides the above mentioned challenges related with the nature of such activity, the main constraint is the degenerated security situation in Bossaso and the related staff ceilings, particularly for international staff. Although the UN-HABITAT staff on the ground have been trained to carry out independently most of the activities required for the implementation of this component, some of the activities (e.g. land issues, close site supervision of the construction, etc.) requires a consistent presence of international staff. The day-to-day presence of international staff is also required to provide technical inputs, guidance, supervision, monitoring, and effective management, ensuring a timely and quality implementation of the activities. In addition, following the terrorist attacks of November 2008, UN-HABITAT office premises were declared non-compliant with the UN security standards and were closed. However, UN-HABITAT identified a possible alternative, required UNDSS assessments were carried out, and currently the works on the new shared UN Compound (UNCC) are being finalized, awaiting a final assessment by the UN Department for Safety and Security (UNDSS). One additional constraint is the extremely low capacity of the local administration and of the local implementing partners.

Ongoing permanent shelter construction in Bossaso





Finalized, handed over, permanent settlement shelters in Bossaso

The construction of the first batch of 252 permanent shelters and related basic services were completed and handed over to beneficiaries by the end of 2009. The provision of security of tenure and permanent shelter to the remaining 203 households is expected to be finalised by the first quarter of 2010.

3.3 Local Economic Recovery

This activity was undertaken by UNDP. A consultant was hired to develop a strategy to facilitate local economic development in Bossaso. A two day multi stakeholder workshop was held in September in Bossaso during which priority interventions with the highest potential and impacts for reviving the economy were identified. A draft strategy for this is in place and now requires review and endorsement by all stakeholders.

At the consultative workshop with UN Agencies, the business community, government counterparts and IDPs was held in Bossaso in September; the workshop clarified the concept of Local Economic Development and how it differs from re-integration strategies that were the focus of the Project up to now. Closer consultations were held with the business community, through the Chamber of Commerce and select business representatives.

On the whole, Bossaso is fast developing into a transit point for trade and important investments are taking place in transport logistics and electricity sub-sectors. LED discussions identified opportunities for Public Private Partnerships (PPP) in these areas and hopefully, going forward, the Office of the Mayor and the Chamber of Commerce have been identified as good anchors to support the LED process. Some interesting points have emerged from these consultations and need to be highlighted here:

The top priority sectors for a LED Project, as identified by the stakeholders are the following: (i) Livestock Production (ii) Trade – Imports and Exports of Commodities (iii) Services (Public Sector and Private Services) (iv) Fishing and Marine Products (v) Transport and Transit Trade Business (vi) Construction.

Logistics support to business, particularly in the transport and transit of imports and exports is a major impediment to “doing good business”; the required investments can be mobilized locally, but there needs to be institutional support to make things happen. The newly established Chamber of Commerce could provide such institutional support, provided the Chamber’s capacity is improved through a Technical Assistance and Institutional Strengthening Project.

Major macro-micro linkages can be envisaged in the transport logistics chain, involving a significant role for the Ministries of Finance, Trade, Planning and Local Government. Employment opportunities can be greatly enhanced by improving public sector services and logistics; this responsibility falls squarely on the Line Ministry and the Mayor's Office; however, public sector leadership in a suitable investment programme is lacking; the effect of a PPP on livelihoods of ordinary people, particularly IDPs, could be significant, as can be ascertained in the current private collection and disposal of waste by IDPs.

The LED process should focus, at the field level, on bringing public and private sector actors together and strengthening capacities for joint operations. UNDP can play an important facilitating role, through capacity building and institutional strengthening of the Mayor's Office and the Chamber of Commerce. Next steps in the LED process should focus on: (i) a resource audit to identify critical investment gaps to support the current economic up-turn (ii) the establishment of working groups and steering committees for both formal and informal groups to support development initiatives undertaken within the LED process (iii) to establish the LED project staff team and associated business processes. All these proposals are contained in a draft strategy paper.

4.0 Challenges Encountered During Implementation in 2009

4.1 General Challenges

i. Deteriorating Security Conditions limiting access to Bossaso

Security remains a challenge to implementation of the programme. The general prevailing and deteriorating security has led to the imposition of restrictions on access by international staff to Bossaso. This has limited the numbers of international staff that can be fielded at any one time, and has impacted negatively on joint implementation support missions.

ii. Sporadic security incidents limiting access to communities

A number of sporadic security incidents continued to rock Bossaso. This led to reduced access of both national and international staff to communities implementing projects and activities. This impacted on supervision and monitoring of implementation of activities.

iii. Lack of Public Land

This continues to be one of the major challenges that impacted on implementation of the programme, particularly for investments that require available land. The lack of public land led to severe delays in the construction of permanent shelters, and even when land is made available, some private landlords do not allow the construction of latrines. The often cited reason was that this implies permanence of occupation.

iv. Sub optimal agency collaboration

Inter agency collaboration remains a considerable challenge, and this could be further optimized. Some agencies, for a variety of reasons, have not participated regularly in the coordination meetings to review implementation, provide updates on the status of the programme, and collectively facilitate decision making. By not participating regularly or at all, this constrained the decision making process which is central and integral to joint programming.

v. Escalating numbers of IDPs in Bossaso

The numbers of IDPs continues to escalate predominantly due to tensions and strife in South and Central Somalia. At the time of programme formulation in 2006, the estimated numbers of IDPs in Bossaso were 22,000, but today unofficial estimates (from government sources) put the numbers at over double this number. This has obvious implications for the support to these vulnerable groups and requires an enhanced and coordinated support of efforts to address the plight of IDPs.

vi. Perceptions about IDPs

There continues to be limited recognition of, and respect for the rights of IDPs, especially those from the South and Central Somalia who are perceived to be a security threat by the national authorities. This is more pronounced for those who have limited clan protection in Puntland. This has often resulted in violation of their basic human rights. This is compounded by the fact that support targets mainly IDPs, and not all the vulnerable groups including the urban poor. Operationally to get buy-in from the government, the partners were requested to provide support whose benefits also accrue to the urban poor. This has helped decrease tensions between the authorities, urban poor and IDPs.

vii. Lack of a national IDP Policy

This is one of the challenges that constrained the formulation of an appropriate response to the situation of IDPs in Bossaso. A national IDP policy would, amongst others, define the roles and responsibilities of various actors in the coordination of the response to IDPs. In December, the government through the Ministry of Interior requested support from the international community in formulating a national IDP policy.

viii. Delayed release of the second tranche of funds

As mentioned earlier, the first tranche of funds were released in April 2008, 6 months after the programme became effective. The second tranche of funds was due about July 2009 but since absorption had been low for some agencies, the conditionality for release of the second tranche was not met. Also due to the absence of an effective coordination system, the financial statements that were required for consolidation and submission for replenishments took time for completion. Although the request for the second installment was eventually made in August 2009, the funds did not arrive until December 2009. Many agencies therefore had to disrupt scheduled activities and others cancelled some contracts until it was clear that funds would eventually be released. This has had the effect of slowing down implementation of activities.

ix. Lack of office premises

This has constrained the operations of partners based in Bossaso. Three key implementing partners (FAO, UNDP and UN HABITAT) do not have office premises from which to operate. Although this matter has been extensively discussed with government counterparts, its resolution does not appear to be in sight yet.

In spite of the challenges mentioned above, the programme has, amid difficulties largely delivered on its development objectives. With the receipt of the second installment of funds, implementation is on track, with no further challenges anticipated.

4.2 Agency Specific Challenges

4.2.1 UNICEF

- Most IDPs in the settlement still lack access to sanitation facilities;
- Some community members dispose solid waste (garbage) around the IDP camps and this poses health hazards to inhabitants of those settlements;
- The demand for clean water service has not been fully met and remains a high priority for IDPs living in the settlements;
- In some IDP settlements, private landowners are not willing to lease their land to be used as temporary solid waste storage facility and for construction of pit latrines;
- Customized solid waste (garbage) deposition around the IDP settlements;
- The limited contribution of the authorities in relation to land acquisition has impacted heavily and negatively on implementation of activities.

4.2.2 UNHCR

- Providing multi-sectoral support/ assistance of SGBV has been one of the major challenges. One survivor did not get support to report her case due to a culture of silence among survivors and society at large. Perpetrators on the other hand are difficult to arrest and bring to justice, especially when the perpetrator is from the host community;
- The majority of cases are dealt with through the customary law system, which focuses on compensation rather than protection of individual rights;
- To maintain perpetrators in detention is complicated. SGBV monitors and/or survivors in some cases are obliged to cover the costs associated with food for the perpetrators. Otherwise, the Police will notify them that they cannot maintain perpetrators at the detention facilities, and ultimately release them;
- Referral budgets and cases on the ground were not proportional. There is a need for a budget increase;
- Distribution of sanitary kits became a challenge because the IDP community would sometimes prioritize food, shelter and NFIs. Distribution of sanitary materials is very useful in both IDP and host communities. However, during distribution it was observed that women made additional requests like soap and other essential materials.

4.2.3 FAO

- Delays in the release of the second installment which only was effected in Dec of 2009 during the no cost extension period (Nov 09 - June 2010) had affected implementation of activities and contractual obligations;
- The main challenge in the execution of the livelihood activities under the Joint Project remains unpredictable due to security incidents in Bossaso. Security risks not only delayed the operations but also prevented full time technical support from expatriate staff. Monitoring of project activities were also negatively impacted due to restricted access to project sites and communities. The authorities so far have not managed to guarantee security to both local and international staff. There were cases of bombing as late as December of 2009 in Bossaso;
- Beneficiary needs keep on increasing exponentially and so far Bossaso is unofficially (according to government sources) reported to host over 50,000⁴ IDPs way up from the 22,000 figure given in 2007; a whopping rise of 208%. This has created pressure and strain on the local authorities, line ministries and services provided by the UN and INGO sector;
- There is a need therefore to upscale assistance to IDPs in Bossaso with more focus on livelihood support interventions for the medium and long term. Investments in the local fishery industry, small and medium enterprise businesses, skills training, small scale garden agriculture, poultry keeping, and local economic development initiatives would improve living conditions of the IDPs;
- Low levels of literacy – for vocational skills training under FAO considerably slowed down the implementation of the programme as the pace of training did not allow the attainment of targets as originally anticipated.

4.2.4 UNDP

- Lack of field staff based in Bossaso as the area of implementation – UNDP is not fully represented on the ground in Bossaso, and the staff that has been supporting operations of the programme does so, but on occasional secondment from another programme based in

⁴ Data obtained from UNHCR and WFP Food distribution statistics

Garowe. The process to recruit a dedicated UNDP staff was not completed by the end of 2009.

- Under the Rule of Law and Security (ROLS) Programme of UNDP, the two lawyers from the Puntland Legal Aid Clinic providing legal services to the IDPs were not able to fully access police stations in order to assist individuals detained in police custody

4.2.5 UN HABITAT

- Lack of access to land - This continued to be the biggest challenge at the Bossaso level for implementation of the Programme. The lack of land owned by the local authority and government constrained implementation of key activities which require land availability e.g. construction of permanent shelter and latrines;
- Delayed submission of the list of urban poor beneficiaries – under the permanent shelter programme, this was considerably slowed down by many months due to a delayed submission of the required list.

5.0 The Way Forward

i. Development of work plans for 2010

In the spirit of implementation of joint programmes, all agencies will need to review the original matrix to identify what activities originally planned will now be undertaken and which may not, providing justification and reasons for the latter. With the receipt of the second (and last) installment of funds in December 2009, this should now pave the way for speedy implementation and completion of activities by June 2010 as provided for in the no cost extension.

ii. Sharing of work plans with government counterparts and local authorities

As part of the strategy for harmonized planning and implementation, the work plans for 2010 will be developed jointly and shared with the local authorities and government counterparts in Bossaso and Garowe. This will facilitate information sharing and allow for timely monitoring and supervision by government counterparts.

iii. Completion of Implementation by all partners

A no cost extension has been granted for the project, and the programme completion date has been extended from October 2009 to June 2010. It is envisaged that all partners will now implement their programmes in a timely manner bearing in mind this new completion date. The Joint Programme Manager will continue to undertake implementation support missions to Bossaso, and use the opportunity to meet with and brief government counterparts and local authorities on progress being made, or challenges being encountered. This will be supplemented by the monthly briefing updates.

iv. Completion of a Communication Strategy

A preliminary workshop with stakeholders in Bossaso indicated that there were inaccurate and inappropriate impressions about the programme, amongst all levels of stakeholders. This strategy will now be completed in 2010, and it is anticipated that this will allow for timely dissemination of messages/information to all stakeholders.

v. Undertaking a Gender Audit

As agreed among all the partners during the year, gender issues did not appear to be addressed explicitly in the design of the programme, but by default some agencies have managed to appropriately target men, women, boys and girls in their programming, and thus the equal sharing of benefits. A gender consultant will be hired to undertake an audit of the programme to ascertain the level of sharing of benefits among men and women.

vi. Undertaking an external independent evaluation

As part of any programme wind up, an external and independent evaluation will be conducted to ascertain whether the programme met its development objectives. Similarly, on completion of all activities by all agencies, an evaluation will be undertaken to determine whether this project has had an impact on the lives of internally displaced persons.

vii. Development of a concept note and programme document for a successor programme/Phase II

The local authorities and government counterparts have expressed to the UN implementing partners the need for continued and enhanced support to IDPs in Puntland. This is, in part, due to the escalating numbers of IDPs and massive displacements observed from the South and Central regions of Somalia, but also due to the strain that this influx of IDPs presents on the meager resources and fragile local economy. Discussions have been held under the auspices of the Joint Programme to continue to explore innovative ways of providing support to the IDPs. A second draft of a concept note was developed by the end of December 2009. It is anticipated that work on this will continue in 2010.

Conclusions

Most stakeholders are now aware of the objectives and activities of the Joint Programme for IDPs. Preliminary discussions with government authorities indicate that the influx of IDPs into Bossaso has escalated recently, and massive support will be required in the coming months and years to mitigate the effects of such population movement.

Programme implementation is now back on track. Most activities that had been paralysed due to non remittance of the second installments of funds for programme implementation from the MDTF have resumed again. The bureaucracy of approvals (the bureaucratic process within the UN) also appears to have constrained activities of the Joint Programme thus resulting in further delays to programme implementation.