

WORKSHOP ON THE PROTECTION OF INTERNALLY DISPLACED PERSONS (IDPs)

Training for humanitarian actors (NGOS and UN
agencies) in South-Central Somalia

Merka, 12-14 March 2006

Report



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Introduction

Upon the request of the UN Country Team for Somalia, the Internal Displacement Monitoring Centre (IDMC) of the Norwegian Refugee Council (NRC) conducted a training workshop on the protection of internally displaced persons (IDPs) in South-Central Somalia, on 12-14 March 2006. More than 35 representatives of local and international NGOs as well as staff members of international agencies attended the workshop (see annex 1 – list of participants). This workshop is part of a larger training plan to be developed in Somalia under UN coordination. This plan will include steps to provide training to national and local authorities, as well as promoting protection standards among displaced and local communities.

The objectives of this workshop were to:

- Raise awareness on international standards for the protection of internally displaced persons, as highlighted in the Guiding Principles, with particular attention to the protection concerns facing IDPs in South-Central Somalia;
- Review good practices for the operational protection of IDPs and implementation of the Guiding Principles and identify relevant practical responses to the protection priorities in South-Central Somalia;
- Promote dialogue and coordination among civil society actors and with international agencies with regard to the protection of IDPs in South-Central.

This report reviews the main issues discussed during the workshop, organized by session (see annex 2 – workshop's agenda). The concluding section contains the final recommendations adopted by the participants. Each participant received a set of training materials, including thematic handouts, as well as copies of the Guiding Principles in English and in Somali, the Handbook for Applying the Guiding Principles on Internal Displacement, and the Joint UN Strategy for IDPs in Somalia.

The workshop was facilitated by the training team of the IDMC, and was sponsored and organized jointly by the UN Country Team (in particular the Office for the Coordination of Humanitarian Affairs and the UN High Commissioner for Refugees) and the IDMC. The IDMC wishes to express its gratitude to the staff of UNHCR and UN OCHA in Nairobi and in Somalia for their efficient support in organizing the workshop and ensuring its smooth running.

Internal displacement in South-Central Somalia

Participants reviewed the definition of an Internally Displaced Person, contained in the Guiding Principles on Internal Displacement. The IDMC highlighted two main aspects of the definition. First, IDPs are people who have been forced or obliged to leave their home or place of habitual residence. IDPs have moved involuntarily, as a result of circumstances or events, such as war, violence, human rights violations, as well as natural disasters. Second, IDPs have moved to seek safety elsewhere within their own country. Unlike refugees, they have not crossed an internationally recognized state border.

Participants were then asked to map internally displaced population in South-Central Somalia. In small groups, participants used empty maps of South/Central Somalia. Participants were asked to record population groups displaced in the region, and indicate their current location, estimated figures, the types of settlement and the causes for their displacement. The table below provides an overview of the information provided by the participants.

Table: Displaced populations in South-Central Somalia				
District	Location	IDP figures / types of settlements	Causes	
Mogadishu		250,000 – 300,000 / makeshift houses	Clan fighting in South-Central Somalia since 1991 Drought	
Mogadishu (South)	72 camps	26,613 persons (survey conducted in 1995)		
	20 camps	91,000 persons (since 1995)		
	10 camps	4,500 persons	Drought 2006	
	Camps by districts:			
	Hodon	30 camps		
	Howlwadag	15 camps		
	Wabari	10 camps		
	Dharkinley	10 camps		
	Daynile	12 camps		
	Wardhigley	10 camps		
Mogadishu (North)	Yaqshid	15 camps		
	Bondere	6 camps / 400 families		
	C/Casis	4 camps / 200 families		
	Karan	10 camps / 700 families		
	Shibis	8 camps / 500 families	Disaster	
	Shingani	3 camps / 300 families		
Shabeellaha Hoose	Yaqshid	3 camps / 150 families		
	Merca area: Shirkole, Djuma, Bufo, Aw-Oyow, El-Jalle	2,000 - 6,000 IDPs / camps	War 1991 – 1997 Inter-clan fighting 1993 – 2006 Drought 2006	
	Koriolel area: Camp I, Camp II, K Town, Bulo Sheikh, Madah-Marod, Garas Jered	3,500 IDPs	Drought 2006 (1,500 IDPs in camps)	
	Kurtun-Warey: Bulo –Warbo, Towfiq	1,500 IDPs		
	Barawe: Marino IDP	2,000 IDP		
Hiraan	Bijlo	Unknown		
		18,000 IDPs	Clan conflict Drought 1991 – 2006	
	Beletweyne	3,000 – 5,000 IDPs / huts		
	Bubburte	1,500 – 2,000 IDPs		
Available figures for Hiraan do not reflect the actual scope of displacement in the area. Assessment is needed.				
Bay region		25,000 – 30,000 IDPS (makeshift houses	Clan clashes (since 1991) Drought	
	Baidoa	8,000 IDPs		

	Dinsoor	? / huts	
Wajid	North	5,000 IDPs	Natural disasters in 2005-2006 could have displaced up to 2,000 people from Bay and Bakook provinces
	South	7,500 IDPs	
Jubbada Hoose		60,000 IDPs	Clan fighting since 1991 – Displacement from lower and middle Jubba (past 10 years) Drought
	Kismaayo	6,000-12,000 IDPs (up to 25,000?) / camps	
	Jamaame	3,000 IDPs / temporary settlements	
Jubbada Dhexe		7,000 IDPs / temporary settlements	War Drought
Bakool		5,500 IDPS / temporary settlements	Drought 2005-200 / 6
Gedo		5,000 IDPs / camps	War 2005 - 2006

To the question how long should someone considered displaced, participants responded that displacement in Somalia generally lasts as long as there is a conflict. Those displaced who want to go back home often face economic hardship upon return and are not able to integrate. Therefore, end of conflict and violence should be seen as one necessary condition for the return of IDPs, but it does not automatically imply that displacement has ended.

Participants agreed that more efforts should be done to monitor more comprehensively population movements in Somalia. As a result of a very volatile environment, displaced population can be easily forgotten or ignored. Participants mentioned cases of displaced communities which have been dispersed again, in particular as a result of forced evictions from the owners of the land where they had settled upon displacement.

The Guiding Principles on Internal Displacement

Participants were briefed on the main international legal instruments providing for the protection of IDPs. Although human rights law does not specifically refer to victims of displacement, IDPs are protected under human rights instruments as any other human beings. The same applies to international humanitarian law, which provides protection for civilian populations, including IDPs, in situations of armed conflict. Texts of the main international instruments were distributed to the participants, as well as the African Charter on People's and Human Rights.

As international law does not contain explicit standards for the protection of IDPs, the Representative of the United Nations Secretary General on IDPs, the former Sudanese Diplomat Francis Deng, was asked to develop a normative framework for IDPs. Following an extensive survey of international law to determine the extent to which it also provides a response to IDPs' specific protection concerns, Francis Deng presented the Guiding Principles on Internal Displacement to the UN Human Rights Commission in 1998. The Guiding Principles restate

international legal standards relevant for the protection of IDPs and provide guidance on how these standards should be interpreted and applied with regard to internal displacement. Since 1998, the Guiding Principles have been acknowledged as a tool of reference for the protection of IDPs by states, international and regional organizations, and NGOs.

Participants were asked to debate on the Guiding Principles and their relevance to the protection of IDPs in Somalia. Two groups prepared arguments supporting the Guiding Principles while two other groups defended the opposite view against the use of the Guiding Principles in Somalia. One issue of discussion related to the absence of a government and stable authorities in South/Central Somalia, which could assume the responsibility for the implementation of the Guiding Principles and be held accountable for the protection of IDPs. However, it was noted that there exist areas of relative stability and order at the local level, particularly where traditional leaders have remained in place. Humanitarian organizations could use these leaders as entry points, by disseminating the Guiding Principles among them and promote improved protection practices.

Protection from displacement

Participants were briefed on international standards relating to the protection from displacement, as restated in section II of the Guiding Principles. It was noted that arbitrary displacement is prohibited under international law and that authorities should take all necessary measures to prevent and avoid displacement. Participants recommended that more efforts should be made to develop measures to prevent displacement in Somalia. In particular, the lack of development in rural areas, which is a source of tensions among communities and causes population movements to urban areas, should be addressed more proactively. Discrimination against minority clans is also a root cause of displacement in Somalia, which should be given more attention.

It was agreed that information plays a key role in minimizing the scope and the effects of displacement. Participants reported cases of communities getting into panic and leaving their homes as a result of false rumors or unfounded fears. Such displacement could be avoided by providing reliable information on risks and threats to the population concerned. Participants underlined the importance of early-warning mechanisms for natural disasters, which they recommended should be extended to risks of conflicts and violence in general.

Participants recommended that the emergency assistance and protection capacity should be developed in Somalia. However, it was noted that the pull factor effect of food aid distributions should be minimized by ensuring that distribution points are more scattered. Participants highlighted the need for humanitarian agencies to coordinate their planning more closely, so that aid is more evenly distributed geographically and avoid population displacement triggered by distortions in the aid provided between areas.

Participants recommended that mechanisms for emergency assistance and protection should be reinforced or developed.

Protection during displacement

In order to introduce protection concerns currently facing IDPs in South/Central Somalia, participants were asked to prepare short plays in groups, which were performed in plenary. Each play was performed a second time, to give other participants the opportunity to stop the play at any time, suggest alternative attitudes, reactions or responses for the characters in the scenario, and test their suggestions on the stage. However, participants were not allowed to replace

characters whom they cannot “change” or directly influence in reality, such as local authorities, militias, etc. The plays could only be interrupted to make suggestions relating to the attitude of IDPs, NGOs and UN staff figured in the scenarios. The objective of the exercise was to reflect on how the protection of IDPs can be improved with the resources, expertise and capacity available on the ground. Indeed, it was considered appropriate to reflect on changes and responses that are feasible within a context severely constrained by the lack of access and insecurity for international agencies in Somalia.

Following this exercise, participants discussed the concept of protection and how it can be operationalised. The IDMC briefed participants on the various types of protection responses (the “egg model”). Handouts detailing these concepts were distributed to the participants.

In groups, participants were then asked to prepare outlines for a protection plan in response to priority concerns. Each group was provided with an empty protection chart where participants recorded lessons learned from the play and reflected further on possible responses to the protection concerns.

The sections below provide an overview of the discussions held on protection issues identified and selected by the participants themselves.

1. Physical security and lack of access

Physical security was mentioned as a major concern facing IDPs in South/Central Somalia, particularly in Mogadishu. Killings and kidnappings were reported as common forms of violence against civilians in general. With regard to IDPs, the so-called “gatekeepers” were seen as playing an ambivalent role for their security. Gatekeepers control the movements of IDPs in and out their settlements, but also impose “taxes” on IDPs for their security. Impunity of the perpetrators of violence remains the rule.

Women continue to be exposed to gender-based violence, in particular rape, exploitation and prostitution. However, GBV remains underreported, as communities press victims to hide their plight.

Participants identified the lack of humanitarian access to displaced populations and other groups in need of protection as another serious effect of insecurity in South/Central Somalia.

Recommended actions:

- Raise awareness about communicable diseases (including HIV-AIDS) and FGM
- Strengthen the monitoring of human rights conditions of IDPs
- Continue support to local human rights and peace initiatives
- Develop capacity for conflict prevention at the local level
- Support actors involved in advocacy activities

2. Children

Participants mentioned particular concerns relating to children. Violence against children was mentioned as a problem in Mogadishu. Cases of neglected and abandoned children were reported in several regions of South/Central Somalia. Participants highlighted the increasing number of street children. More attention should also be given to the protection of handicapped children. Access to education remains largely insufficient, including for girls. Children’s poor living conditions translate into high mortality rates.

Recommended actions

- Support community mobilization on child protection
- Continue child immunization against “six killer diseases” and MNT campaigns
- Develop projects of non-formal or temporary education

3. Living conditions

According to participants, IDPs lack adequate shelter in areas of displacement. As mentioned above (see section “Internal displacement in South-Central Somalia”), displaced people lack security of tenure, exposing them to risks of forced evictions from their settlements, whether on private or on public land. In the settlements, access to water and sanitation facilities is insufficient.

There is a general lack of adequate food and healthcare for IDPs throughout South/Central Somalia. In urban areas, IDPs lack opportunities to generate income to help them face their families’ food needs, as a result of high unemployment. Health services are largely insufficient. Psychosocial care is not available, leaving IDPs without assistance to cope with their stress and trauma, including women victims of violence. Drug addiction was mentioned by several participants as a concern in displaced communities.

Recommended actions

- Continue assess needs of displaced communities
- Strengthen the development of income-generating activities, including through distribution of tools
- Increase provision of pit latrines and access to water in displacement areas and sites
- Develop opportunities for vocational training
- Continue distribution of food to displaced in need
- Continue efforts towards eradication of polio
- Improve access to basic health services, including psychosocial support

4. Discrimination and lack of participation

Minority clans were seen as particularly vulnerable groups. There was a consensus that members of such clans do not receive adequate protection from discrimination and violence. In general, participants agreed to say that IDPs are not sufficiently organized and have little opportunities to participate in community affairs. The lack of awareness on their rights and available assistance was also mentioned.

Recommended actions:

- Support the mobilization of displaced communities
- Facilitate interaction with local communities
- Promote protection of IDPs by host communities
- Promote civic education and improve access of IDPs to information, including through media (see UNICEF media programme)

5. Return or resettlement

Several participants suggested that more could be done to enable displaced communities to return to their home area voluntarily, in conditions of safety and dignity. In particular, opportunities for the return of populations displaced from drought affected areas should be given more

attention by humanitarian actors. There was also a consensus that a large number of displaced people, particularly in urban areas, is likely to prefer to settle definitely in areas of displacement, and that this option should be supported where conditions of safety and dignity are available.

Recommended actions:

- Support rehabilitation of water sources in areas of origin
- Develop restocking of livestock
- Develop agricultural activities in areas of origin
- Provide guarantees for the security of returnees

Conclusion and evaluation

The workshop was concluded by a discussion in plenary on next steps. Marti Romero, UNHCR, and Reena Ghelani, UNOCHA, briefed participants on the Joint IDP Strategy of the UN Country Team. It was noted that one of the strategy's objectives was the creation of an IDP monitoring network, which will involve local actors. The text of the Strategy was distributed to the participants.

Participants also shared various ideas on how the workshop's dynamic could be continued. The recommendations below reflect the

- Protection working groups should be in various locations in South/Central Somalia. The working groups should comprise primarily NGOs and representatives of international agencies, which are present in the location.
- Local protection working groups should also coordinate among themselves, by organizing protection meeting for South/Central Somalia. This South/Central Somalia protection working group should meet at least twice a year. If possible, these meetings should be facilitated by UN OCHA.
- Protection working groups should share their reports to each other and to relevant protection focal points within UN agencies based in Nairobi. It was also suggested to create a website to facilitate the coordination between the working groups

Finally, participants were also asked to fill a questionnaire to give their assessment of the workshop. Out of 29 evaluation forms collected. 22 responded "good" or "excellent" to the question whether the workshop's objectives were met. 18 participants confirmed that their personal objectives were met too. The training methodology was rated good or excellent by 20 participants. The vast majority of the participants was also satisfied by the quality of handouts and training materials.

Which were the workshop's most interesting sessions? Some participants' responses:

- The session on protection during displacement and the session on the Guiding Principles. These sessions empowered us with tools to monitor protection issues
- The most interesting session was the session on the Guiding Principles. The articles were so important to me because it was the first time I saw them.
- Who is an IDP: I fully understood who is an IDP. Before this workshop, I could simply not define IDPs.
- The practical session, since I got more experience from my colleagues in other regions concerning the situations of IDPs
- Protection of the IDPs, because there was confusion in distinction between protection and rights
- Monitoring and reporting IDPs, because I am a Human Rights activist

- The role play, demonstrating what happens to IDPs, particularly in Mogadishu
- The session on the Guiding Principles and the way their applicability was understood and accepted by all participants

Annex 1 - List of participants (in alphabetical order of organisations' names)

Participants' name	Organisation and location	Email
Ismail Mohamed Omar	Africa Educational Trust (AET), Mogadishu	ismacaanogeel@yahoo.com
Yousuf Abdalla Awad	Ayuub, Marka	ayuub@globalsom.com
Ahmed Abdi Ali	BAPO Bardale	
Canab Xasan Imli	CODRAC	codracsom@yahoo.com
Ahmed Ali Dayib	COSV Merka	dayib66@yahoo.com
Mohamed A Hundubey	Danish Refugee Council	hundubey@gmail.com
Osman Aweis Dahir	DIJHRO Mogadishu	dijhro@globalsom.com
Abdi Haski Shimoy	DRC Beledweyne	abdi.shimoy@gmail.com
Abdulkadir Mohammoud. Walayo	EAMI-S Mogadishu	walaayo@yahoo.com
Mohamed Jelle Ahmed	Green Gate	mrjeele@yahoo.com
Ahmed Abdi Aziz	Green Hope, Baidoa	greenhopesom@yahoo.com
Rashid Hussein	HISAN (Merka/Mogadishu)	
John Kamita	HISAN (Merka/Mogadishu)	
Hussein Muse Malisho	LORDO / Konolei District	lordosomalia@yahoo.com
Ali Mohamed Ibrahim	LORDO NGO	lordosomali@yahoo.com
Abdullahi M. Ali	OCHA Somalia, Jowhar	canbaloolshe@yahoo.com
Erin Mooney	OCHA Somalia, Nairobi	Erin.mooney@procap.nrc.ch
Abdulkadi Ali Dhaqane	OWS Beledweyne	OWS30@yahoo.com
Elias Omar	OWS Beledweyne	OWS30@yahoo.com
Farduncabdi Mohamed	OWS, Beledweine	OWS30@yahoo.com
Mako Abdulle Faraweyne	Pasos Lower Shabeele	passo97@hotmail.com
Issa Hussein Abdi	SACOD	
Cali Osman	SACOD Mogadishu	
Yousuf Cabdinuur	SACOD, Mogadishu	sacodNGO@yahoo.com
Allaahn Hassan Mohamed	Schools Association, Mogadishu	
Mohamed Abdi Mohamed	SOCPOD	socpdgg@yahoo.com
Sheik-Nur Mohamed Owsey	Somali Youth Association (SOYAS), Mogadishu	
Alaziz Ahmed Adalke	SOYOS, Mogadishu	cadaacite@yahoo.com
Zakatia Mohamed Ali	SPPDO (Mogadishu and Balcad)	SPPDOSOM@yahoo.co.uk
Abdi Shadue Farey	SYPD Mogadishu	Coordinator@sypd.org
Abdi	Taqwo	taqwowomen10@yahoo.com
Mohamed Haji Adan	UNHCR Mogadishu	unhcrmog@globalsom.com
Hassan M. AR Keynar	UNHCR Mogadishu	sommo@unhcr.ch
Elmi Abdulle Hussein	UNICEF CSZ	ehussein@unicef.org
Mohamed Dhagane	UNICEF Jowhar	mdhagane@unicef.org
Khadija Haalim Yacqub	UNICEF, Jowhar	kyacqub@unicef.org
Katy Grant	UNICEF, Nairobi	kgrant@unicef.org
Nuurdin C/Rahman	WWG Beledweyne	Asha-mp@yahoo.com

Annex 2 – Agenda

Day 1:

13.30 – 15.00 Opening

- Registration of participants
- Opening statements
- Presentation of participants and facilitators
- Review of objectives and agenda

15.00 – 15.30 Coffee Break

15.30 - 17.30 Who is an IDP?

- Review of the IDP definition in the Guiding Principles
Participants will be briefed about the main features of the definition. The rationale for the definition and its practical use on the ground will also be discussed.
- IDPs in your region
Profile of IDPs in Somalia (region-specific): population figures, distribution, age and gender, types of settlements, recent movements. Which groups have been overlooked? Any group which have not been considered IDPs? How can the information gaps be bridged? (exercise in groups)

Day 2:

8.30-10.00 The Guiding Principles on Internal Displacement

- Background and legal source of the Guiding Principles? What is the status of the Guiding Principles in your region? (presentation)
- Can the GP be a practical tool for advocacy/monitoring/educational/policy in your region? (debate)

10.00 – 10.30 Coffee Break

10.30 – 11.30 Protection from displacement

- Protection from arbitrary displacement in the Guiding Principles (presentation)
- Can displacement be prevented/minimized in your region? (discussion in plenary)

11.30 – 12.30 Protection during displacement (1)

- Forum play (preparation in groups)

12.30 – 13.30 Lunch

13.30 – 17.30 Protection during displacement (1) (continued)

- Forum play (performances and discussion in plenary)

Day 3:

8.30 - 10.30 Protection during displacement (2)

- What is protection? What does protection mean on the ground? (the “egg model”)
- Working out a protection action plan (group work): What are the protection concerns facing IDPs in your region: Nature and timing of threats and violations, profile of people

posing the threats, history of previous threats, risks for the future... Who are the groups at risk? What are the rights of the displaced population under international law? What the current responses to the identified protection concerns? Suggestions for the future?

10.30 – 11.00 Break

11.00 – 12.30 Protection during displacement (2) (continued)

- Review of the group works in plenary

12.30 – 13.30 Lunch

13.30 – 15.00 Concluding session

- Recommendations and follow-up propositions (in plenary)
- Evaluation

End of workshop