



Research  
& Evidence  
Facility

EU Emergency Trust  
Fund for Africa

August 2020



# Baidoa Municipality initiatives on population displacement and urbanisation: key lessons learned and the way forward

---

**Abdullahi Ali Watiin**

Former Mayor of Baidoa and the new Director of Durable Solutions and Urban Resilience, Ministry of Planning, Investment and Economic development of South West State Somalia



Research  
& Evidence  
Facility

EU Emergency Trust  
Fund for Africa

---

# The Research and Evidence Facility Consortium



SOAS University of London  
Thornhaugh St,  
Russell Square,  
London WC1H 0XG  
United Kingdom

[www.soas.ac.uk](http://www.soas.ac.uk)

Team Leader:  
Laura Hammond  
Project Manager and  
Research Officer:  
Louisa Brain



The University of Manchester

The University of  
Manchester  
Arthur Lewis Building,  
Oxford Road,  
Manchester M13 9PL  
United Kingdom

[www.gdi.manchester.ac.uk](http://www.gdi.manchester.ac.uk)

Migration & Development  
Key Expert: Oliver Bakewell  
Communications Manager:  
Rose Sumner



Sahan  
Nairobi, Kenya

[www.sahan.global](http://www.sahan.global)

Conflict & Governance Key  
Expert: Vincent Chordi  
Research Coordinator:  
Caitlin Sturridge  
Research Team Leader:  
Lavender Mboya

---

This report was prepared by Abdullahi Ali Watiin, Former Mayor of Baidoa and the new Director of Durable Solutions and Urban Resilience, Ministry of Planning, Investment and Economic Development of South West State Somalia

This publication was produced with the financial support of the European Union. Its contents are the sole responsibility of the researchers and do not necessarily reflect the views of the European Union or the EU Trust Fund for Africa.

Suggested Citation: Research and Evidence Facility (REF). July 2020. 'Baidoa Municipality

initiatives on population displacement and urbanisation: key lessons learned and the way forward'. London: EU Trust Fund for Africa (Horn of Africa Window) Research and Evidence Facility.

Cover image by AMISOM Photo / Abdikarim Mohamed.

For more information on The Research and Evidence Facility visit the website [blogs.soas.ac.uk/ref-hornresearch](http://blogs.soas.ac.uk/ref-hornresearch) and follow @REFHorn on Twitter.



Funded by the European Union  
Emergency Trust Fund for Africa.

## Abstract

The article focuses on the security of Baidoa City, on durable solutions for the challenges facing displaced people, on urbanisation and on private sector engagement with the help of development and humanitarian partners operating in Baidoa, South West State of Somalia. The article also discusses the role of Baidoa Municipality under the leadership of, and from the viewpoint of, its immediate former mayor HE Abdullahi Ali Watiin, the author of this paper. It provides his reflections on how facilitating durable solutions to the challenges facing displaced persons can contribute to the long-term sustainability of livelihoods, economic opportunities and social inclusion. The article also explains how the establishment of different coordination mechanisms for synergy purposes have worked: one for urban resilience led by the World Bank and another in the form of the Durable Solutions Technical Working Group led by the International Organization for Migration (IOM) Somalia. The article is based on the experience of the author, who was the District Commissioner (DC) and Mayor of Baidoa City from 4 June 2015 to 4 October 2019. The article highlights the need for urgent city/urban planning in the light of the New Urban Agenda 2030 and the UN Sustainable (Urban) Development Goals, and emphasises the importance of private sector engagement and the creation of markets connecting or bringing together Baidoa Municipality residents, internally displaced persons (IDPs) and the rural population, thereby creating economic opportunities for the populace of the whole region. This will lead to better social inclusion, which will in turn contribute to long-term durable solutions for displaced people in Baidoa, and build strong social cohesion and economic development. Over the past four years, Baidoa Municipality has made remarkable reforms and progress in service delivery and decentralisation of governance responsibilities to the sub-districts of the region that have been liberated from Al Shabab. The administration has continued its engagement with development agencies to bring stability and support to the sub-districts in the rural areas around Baidoa town. The article discusses how Baidoa Municipality has contributed to the improvements made towards access to quality social services, including education, health, sanitation and water, and also how evidence-based programming has been implemented for the purpose of finding durable solutions to displacement challenges. The article adopts the structure of the South West State Strategic Plan for the period 2017–19 to which municipality activities have contributed.

## Keywords

Security, urbanisation, durable solutions, displaced persons, private sector engagement, economic opportunities, social inclusion

# Contents

<b>1 Introduction</b> .....	<b>2</b>
<b>2 Context</b> .....	<b>3</b>
<b>3 Achievements over the period</b> .....	<b>4</b>
<b>4 Progress in humanitarian and development activities between 2015 and 2019</b> .....	<b>6</b>
4.1 <i>Improving security through community engagement (2015–19)</i> .....	6
4.2 <i>Economic development</i> .....	8
4.3 <i>Effective and efficient institutions</i> .....	8
4.4 <i>Social and human development</i> .....	10
4.5 <i>Infrastructure</i> .....	11
Construction of police posts.....	11
Roads .....	11
<b>5 Durable solutions and resilience for IDPs and host communities</b> .....	<b>13</b>
5.1 <i>Effective emergency preparedness and response</i> .....	13
5.2 <i>Durable solutions</i> .....	13
Identification of the land.....	16
5.3 <i>EU Reintegration Programme in Baidoa (EU REINTEG)</i> .....	18
5.4 <i>Coordination</i> .....	19
5.5 <i>Lessons learned from abroad</i> .....	20
5.6 <i>Research</i> .....	20
<b>6 Challenges faced by Baidoa Municipality over the period 2015-19</b> .....	<b>21</b>
6.1 <i>Investing key municipal revenue collection points to mobilise more resources</i> .....	21
6.2 <i>Overcoming the weak technical and outreach capacity of local government</i> .....	21
6.3 <i>Avoiding competition among governance structures (federal, state and municipality)</i> .....	22
6.4 <i>Need for urgent financing on urban planning</i> .....	22
6.5 <i>Improving the security situation</i> .....	22
6.6 <i>Improving water access and sanitation</i> .....	22
<b>7 Conclusions and recommendations</b> .....	<b>23</b>
7.1 <i>Recommendations</i> .....	23
<b>Bibliography</b> .....	<b>26</b>
<b>Annex 1: List of acronyms</b> .....	<b>27</b>

# 1 Introduction

Baidoa has gone through many conflicts, but has now (by early 2020) evolved to be one of the safer areas of South Central Somalia. This comparative peace has attracted an influx of returning refugees and internally displaced persons (IDPs), leading to a rapid growth in the population of Baidoa town. In response, Baidoa Municipality has over the period 2015–19 focused its activities on city/urban planning, private sector engagement and the creation of markets connecting or bringing together the city residents, IDPs and the rural population. The focus has been influenced, among other things, by (1) the UNHABITAT III Conference on Housing and Sustainable Urban Development (October 2016); and (2) the African Union Convention on the Protection and Assistance of Internally Displaced Persons in Africa (2009).<sup>1</sup> On private sector engagement, the Mayor looked for best practices around the world, as documented by the United Nations Environment Programme (UNEP), the United States Agency for International Development (USAID), the UN Food and Agriculture Organization (FAO) and the Organisation for Economic Cooperation and Development (OECD).

The municipality implemented several activities addressing: (1) peace, security and the rule of law; (2) economic development; (3) effective and efficient institutions within the municipality; (4) social and human development; (5) infrastructure; and (6) resilience, including the issues of emergency preparedness and durable solutions.

---

<sup>1</sup> See <https://au.int/en/treaties/african-union-convention-protection-and-assistance-internally-displaced-persons-africa>.

## 2 Context

Baidoa suffered significant damage in the early 1990s at the start of Somalia's civil war. Militants loyal to the overthrown president, Mohamed Siad Barre, descended on Baidoa, killing thousands of people, looting grain silos containing sorghum and also stealing livestock from the rural areas, leaving livelihoods in the whole area in a sorry state. People in the rural communities were forced to move to Baidoa town for survival as livestock, their main source of livelihood, had been stolen from them by the militias. The damage caused by these militias was so bad that Baidoa was then referred to as 'the City of Death'. It is estimated that 380,000 people, mainly women and children, perished in this massacre. These calamities caught the attention of the world, and in 1993 former US president George H Bush and the Irish President Mary Robinson, as well as the UN Secretary General, Boutros Boutros-Ghali, visited Baidoa.

However, since that time peace in Baidoa has remained elusive. The city has been the scene of many conflicts under different regimes: from 1995, the United Somali Congress/Somali National Alliance (USC/SNA) led by General Mohamed Farah Aideed took control of Baidoa. In 1999 the Rahaweyn Resistance Army (RRA) seized control, and in 2006 the Union of Islamic Courts (UICs) staged a war with Somali government forces backed by Ethiopian forces in the suburbs of Baidoa town. At the beginning of 2006, it became the seat of the Transitional Federal Government (TFG), but in 2009, Al Shabab took control of the city, remaining in place until 2012 when, with the help of the Ethiopian government, the Federal Government of Somalia took control of the city once again. In November 2014, the interim South West State of Somalia administration was formed.

Baidoa has gone through all these conflicts, but has somehow evolved to be one of the safer areas of Somalia; it has attracted an influx of returning refugees and IDPs, leading to rapid urban population growth. This growth in population has come with its own challenges, including a rapid rise in informal settlements and the negative impacts on the environment caused by such settlements. The resulting congestion raises health, sanitation and nutrition issues, food security issues and general strain on the already limited social amenities.

Baidoa is ethnically and culturally diverse, with many local people having come from other parts of country. Although UNDP estimated the population of Baidoa at 370,000 in 2005, the population has since then more than doubled. Currently, the IDP population alone is estimated at 360,000 settled in 485 sites in and around the city. The total Baidoa population is now thought to be over one million.

# 3 Achievements over the period

Although the municipality has worked under very difficult conditions, there were some remarkable achievements between 2015 and 2019. Listed below are some of these:

1. *Community cohesion*: The municipality successfully engaged the community, and through consultation and dialogue produced the Community Action Plan (CAP). This created strong social cohesion between the communities, and during this period they hosted cultural events such as peace-building forums, and learning the traditions of the Somali Rahaweyn community through dancing. The municipality gathered all the different clans together, and the municipality authorities strengthened social cohesion through facilitation of community-wide arts, culture and recreational activities in Baidoa districts, activities that stimulated positive social interactions and promoted a common identity among IDPs, returnees and host communities across the clan divide. This extended connectedness among the community groups, IDPs, refugee returnees and host communities helped bring about peaceful coexistence.
2. *Land tenure*: The municipality gave 15 km<sup>2</sup> of land to IDPs who risked eviction from their previous settlements and supported 6,500 IDPs who were able to buy land in Baidoa to get secure land tenure. The municipality also initiated the process of putting a new land law in place.
3. *Integrated development and durable solutions*: The municipality also developed the Integrated Baidoa District Development Plan; this plan identifies community-based public works and mobilises locally available resources for the implementation of community action plans. Community Based Monitoring and Evaluation committees (CBM&E) were also formed in Baidoa districts to facilitate tracking of progress milestones and promote local learning, the scaling up of best practices and taking timely corrective action where necessary. A Durable Solutions Technical Working group was formed under the leadership of Baidoa Municipality and with support from the IOM Recovery and Durable Solutions (IOMRDS) to support the Baidoa Integrated Development Plan and to consolidate all community action plans used by durable solutions stakeholders working in Baidoa. This created a system whereby all durable solutions and development partners were required to consult with the integrated plan to avoid duplication of efforts. The objectives of the Integrated Baidoa District Development Plan are:
  - To consolidate community action plans towards a joint framework to implement rights- and needs-based programming that addresses the physical safety (safety and security), material safety (an adequate standard of living and access to livelihoods) and legal safety (access to documentation, family reunification, participation in public affairs, and access to effective remedies and justice) of communities in protracted displacement and the communities which are hosting them.
  - To promote joint planning, synergies and commitment among government, UN and nongovernmental organisations (NGOs) towards implementation of durable solutions.
  - To achieve a multi-sectoral response to displacement and return that bridges the humanitarian–development interfaces.

- To strengthen the institutional framework for identification and provision of resources to implement durable solutions for those in ongoing and protracted displacement.
  - To provide a mechanism that enables key decision makers to develop a comprehensive approach to finding timely and durable solutions in response to ongoing and future displacements.
4. *Learning events*: The municipality conducted stakeholder engagement and awareness raising related to durable solutions. Baidoa Municipality partnered with the Regional Durable Solutions Secretariat (ReDSS) to co-organise workshops on durable solutions, social cohesion and area-based planning approaches.
  5. *Coordination mechanisms*: The municipality developed a coordination mechanism for its many humanitarian and development activities, thereby minimising duplication of efforts. The municipality created a good working relationship with all the humanitarian and development partners working in Baidoa.
  6. *Private sector*: The role of the private sector in the socioeconomic development of Baidoa is critical. The municipality engaged the private sector in many activities for the benefit of the entire Baidoa population. It also encouraged private banks to provide small loans to small-scale business owners.
  7. *Security*: Strong security systems were set up at municipal and village level and in the IDP sites.

# 4 Progress in humanitarian and development activities between 2015 and 2019

Since 2015, Baidoa Municipality has made remarkable reforms and progress in service delivery and in decentralisation of governance to the sub-districts of Baidoa, after they were liberated from Al Shabab. The administration has continued its engagement with development agencies to bring stability and support to the sub-districts in the rural areas in the hinterland of Baidoa.

## 4.1 Improving security through community engagement (2015-19)

Upon assuming office, Mayor Watiin's administration in South West State worked closely with security agencies and had contributed significantly to the restoration of peace and security in Baidoa within a short period, particularly in its first six months. This was done through community engagement. Before the administration came to power, Baidoa was very insecure and had been experiencing daily incidents, including deaths. A big challenge was that citizens in Baidoa were not ready to cooperate with the government because they feared reprisals from Al Shabab. At that time the state government had existed for less than a year and there were many challenges, including inadequate funds and a security force that was not big enough for the needs of the city.

The African Union-led peacekeeping troops, AMISOM (in particular Sector 3) gave full support to the municipality on community engagement and knowledge sharing, however. An AMISOM official in charge of public relations in AMISOM Sector 3 was attached to Baidoa Municipality by their commander. Through consultative meetings between Baidoa Municipality and AMISOM, a community engagement plan was developed, and started its implementation by holding and facilitating community sessions on a weekly basis, in which the municipality met with all community stakeholders, the government and AMISOM. In every session, the municipality raised three questions for the community:

- Q1 Are you willing to participate on (improving) security?
- Q2 How would you like to participate?
- Q3 What more do you think the government can do on security?

The questions raised by the community during our dialogue sessions between 2015 and 2017 included: what role can the community play to support and work with the security forces? What is the role of sports in peace building and community integration? How can women and youth groups contribute to the efforts to improve security? Football matches were held between community groups and the media groups to showcase the importance of sports as a means to community integration.

The local and AMISOM media also covered community engagement activities for wider broadcast to mobilise Baidoa citizens and to build trust between the government and its people.

Through such acts of community engagement, the Baidoa administration successfully built community trust and confidence among the people of Baidoa. They started to cooperate with the administration and with the South West State security sector in identifying Al-Shabab hideouts, which led to the militants being flushed out. Several security operations were successfully conducted, particularly in the rural areas within a radius of 30–40 km from Baidoa town.

Simultaneously, the administration frequently took part in FM radio talk-shows to provide updates on the situation in Baidoa town while inviting the people to continue cooperating with security forces. Within a short time the talk-show programme's audiences grew larger. An increasing number of people living in both rural and urban areas were listening to the programme both night and day. Guest speakers were invited on to the talk-shows, with people calling to participate in the discussions and giving feedback. Within six months, the government had regained the confidence of the people, which led to Al-Shabab losing control of many villages in the rural areas, thereby improving access to the rural population for humanitarian assistance.

Al-Shabab then shifted its tactics to hit-and-run attacks, planting Improvised Explosive Devices (IEDs) and road-side bombs targeting government convoys, security forces and public gatherings. In February 2016, twin explosions, one a Vehicle-Borne Improvised Explosive Device (VBIED) and the other a Pressure-Plate Improvised Explosive Device (PPIED) were detonated in two cafe shops in Baidoa. In the explosions, 40 people were killed and 60 others injured. On the night following the fatal day, security forces arrested all the perpetrators involved and detained them at the Baidoa Central Prison. The cooperation given by the public in helping to arrest the perpetrators showed that Baidoa's inhabitants were ready to work with the administration and security forces to improve safety. An emergency meeting was called for the security sector and the community. Discussions centred on what had happened and on the failures and successes of the operation (by the security forces and the community). Finally, the lessons learned were identified for future similar operations. The community was advised appropriately, a system of intelligence policing was established and 27 police stations built. The municipality also constructed and staffed seven police posts at strategic locations in the town, as well as in areas with high IDP concentrations. Those in charge of the police posts and Village Ward Administrators worked together closely and patrolled at night. The community then started to report all suspects to the municipality and the police.

In September 2017 there was a second twin explosion at a cafe in Baidoa where many lives were lost and many people injured. The explosion did not cause as much damage as the February 2016 explosion, however, because the community and municipality had reported intelligence information to the police. Nevertheless, it seemed that the police had underestimated the threat based on the intelligence information. To establish a strong security system the municipality appointed Ward Administrators, deputy Ward Administrators, women's groups, youth groups, minority groups and traditional leaders from the villages. The Ward Administrators nominated village section and sub-section administrators. The municipality also established IDP 'umbrellas', with each umbrella hosting a number of IDP camps; all Baidoa IDP camps were included in the umbrella system. The municipality approves the creation of the IDP umbrellas upon receiving a request from the IDP community indicating that they have established the umbrella, its name, the name of the chairman and the committee. The municipality then refers the umbrella to the Village Ward Administration. Under this system, the umbrella cooperates with Village Ward Administrators on security and social reintegration matters. A community and intelligence policing system is applied.

## 4.2 Economic development

Like all cities in Somalia, Baidoa is faced with serious unemployment challenges. The private sector has been the driver of the Somali economy; hence its role in job creation. The municipality has therefore engaged with private sector actors in Baidoa, and in Nairobi with businesspeople who originally came from Baidoa, to improve the economic situation in the city. Since the beginning of the civil war in 1991, the private sector has played an important role in education, health, water, electricity and communication as well as mobile money transfer.

Over the period 2015 to 2019, the economic situation in Baidoa improved. Banks opened branches there, small-scale enterprises (SME) gained access to small grants from aid agencies, public–private partnerships (PPPs) were encouraged and employment opportunities created. Residents of Baidoa have access to financial services from banks such Dahabshiil, Salaam and IBS, who have branches in the city. Baidoa Municipality has developed a close working relationship with the banks and the municipality has proposed investment opportunities for the banks and private sector at large.

To facilitate the engagement of the private sector, Baidoa Municipality offered to provide land to various private sector players and in exchange asked the private sector to contribute in terms of job creation, housing, water, infrastructure and agriculture. The municipality also initiated steps towards constructing a new market in Baidoa that could supply south and central Somalia, as well Ethiopian and Kenyan border businesses. This is still in the planning phase. It has also explored building another connector market at a new site to create job opportunities for IDPs and also link sub-villages with the rural areas of Bay region. The connector market is expected to bring economic benefits to IDPs and the urban poor. It was envisaged that such investments would lead to economic growth, job creation and trade, and would generate revenue for the government. The government would use the revenue to provide basic services such education, health, public transport, water and electricity.

Baidoa is a very strategically located city and is like a dry port in Somalia, with goods coming from the coast through the city for onward distribution to other towns and cities, as well as from the Somali hinterland and from Kenya and Ethiopia for other markets. The municipality was planning to build the capacity of the city's Chamber of Commerce through exchange visits to Chambers of Commerce in other countries. This would enable them to create networks and hence opportunities for doing business abroad. However, resource constraints have prevented these steps from being taken.

There is a need to create deeper mutual understanding between the government and the private sector. There was a proposal, for example, for Baidoa Municipality to provide land for investment to the private sector at a concessional rate, an investment which in turn would benefit the economy through job creation. The government was also considering reducing taxes to encourage the scaling up of businesses. However, these steps were never finalised. Going forward, the government should encourage and create an enabling environment for the private sector and create an enabling environment for doing business, while the private sector in turn should create more jobs for IDPs and host communities, as well as provide affordable goods and services (water, health, electricity, education, etc).

## 4.3 Effective and efficient institutions

Over the past four years, Baidoa Municipality has made remarkable reforms in its organisational structure and revenue collection. These reforms include: setting up a municipal financial database to improve district revenue collection; shifting from a manual to an electronic accounting system in order to ensure transparency and accountability; developing an organisational profile and structure showing how the municipality functions; and developing manuals on such topics as operations and

procedures, financial procedures, human resources and procurement procedures.

Under the leadership of the District Commissioner/Mayor, and with the help of the former South West State of Somalia Minister of Interior, Municipal Law Number 10 was revised and now defines in detail the functions of the municipality. Although Law Number 10 is a state-level law, Baidoa Municipality applied it in its operations. The municipality has also developed a new municipal logo that reflects what Baidoa is.



To establish a good working environment for Baidoa Municipality personnel, capacity-building activities were conducted for offices and positions within the municipality and village administration, and the IDP umbrellas. This led to an improvement in the capacity of the municipality to deliver services to the Baidoa urban communities as well as to the villages around Baidoa town. Baidoa monthly and yearly budgeting cycles were reformed to create transparency through community participation and by employing the use of modern accounting systems, which allows reporting back to development partners and community. A request was made to UNHABITAT to help the municipality conduct a survey of all properties in Baidoa, numbering them, and identifying their precise locations. This was to help the government in revenue collection and also enable the municipality to reclaim the properties it had owned in the past, but which had been taken by individuals. The bidding process for this survey has been completed but, at the time of writing, the implementation has not yet taken place.

Baidoa Municipality now issues new business licences and birth certificates and collects tax revenue using automated handheld machines that are distributed to the revenue collection points in Baidoa town. The municipality has also supported and contributed to state revenue collection through a single treasury account. Five percent of the revenues collected by the municipality goes to the municipal account for the purpose of maintaining completed projects, while the rest goes to the single treasury account (STA) of South West State.

Baidoa Municipality has established a Land Committee at the municipality level to sort out land conflicts in the district. Because of the many land conflicts, the old system of land documentation has been replaced with a new system, the Land Tenure system, which is more difficult to falsify.

With the Support of the IOM's Somalia Stability Initiative (IOMSSI) Dalbile (a Somali word meaning 'Nation Rising') Project, the municipality provided services to two newly liberated sub-districts under Baidoa Municipality: Awdiinle, which is 30 kilometres to the southwest of Baidoa, and Goofgadud Burey to the northwest. An administrative office was constructed and equipped in Goofgadud Burey, a health centre was rehabilitated and equipped, a playground rehabilitated and solar street lights were installed. In Awdiinle, an administration office was constructed and equipped, a primary school rehabilitated and solar street lights were also installed. Baidoa Municipality was charged with the responsibility of implementing these projects. These two sub-districts had been under the control of Al Shabab for many years. Awdiinle was liberated in 2012 and Goofgadud Burey at the end of 2015. With improved services for the inhabitants of these two districts, trust is slowly being built between the government and the community. In 2018 the municipality brought Doynunay Sub-District into its jurisdiction. Doynunay is located 30 kilometres to the east of Baidoa and is in the middle of the route that brings supplies to Baidoa from Mogadishu. The area is prone to numerous conflicts: clan conflicts, fighting between government/AMISOM forces and Al-Shabab and road blocks set up by different militias. Baidoa Municipality has set up an administrative system and is fully engaged with the community with the help of the British Embassy's Stabilization Department. All these activities have attracted additional community, international stakeholder and other development and humanitarian partners.

The World Bank carried out an institutional capacity assessment of the municipality in 2019 with regard to service delivery and having a viable organisational structure, as well as a functional financial system for accountability.

#### 4.4 Social and human development

1. *Education*: Education in Somalia lacks quality but Baidoa Municipality has made good progress in improving this. The municipality allocated 200 square metres of land to Direct Aid, a humanitarian organisation, to build a college consisting of primary and secondary schools, a college and a boarding school, as well as college administration offices. Thousands of students who were likely to miss basic education will benefit from this college. It is very rare to see such a large educational complex in southern Somalia. The municipality also supported construction of three schools in Baidoa villages under the Danwadaag (Somali for 'common interest sharing') Project implemented by the Danish Demining Group (DDG) and funded by the Somalia Stability Fund (SSF). These schools have further improved access to education in Baidoa. Many students from IDP, returnee and host communities attend these schools.
2. *Health*: During 2015–16, Baidoa Municipality built six health facilities focused on maternal and child health (MCH) centres in different villages. This was to address the severe shortage (or in fact absence) of facilities as expressed by the communities. These health centres serve IDPs, refugee returnees and host communities across the Baidoa villages. This has led to some improvement in access to healthcare for mothers and children in the region. These projects addressed community priorities as they were made known to the municipality. The role of the municipality was to mobilise the community, conduct capacity building and involve community members in monitoring project activities. Twenty-five percent of the costs of this project were contributed by the community. This was part of Danwadaag Project, a project that has also supported the construction of feeder roads in the area. The feeder roads were meant to improve access and connections within various Baidoa villages. Other activities under the Danwadaag project included construction of a mental hospital, rehabilitation of the main Baidoa tarmacked road and construction of a bridge on the bypass road. These projects have contributed immensely to social cohesion in the community, and created social and economic opportunities.

3. *Water*: Over the same period, the municipality supported various water projects in Baidoa town and its outskirts. These activities were funded by different donor agencies such as the Danish Refugee Council (DRC), the Norwegian Refugee Council (NRC), the Somalia Stability Fund (SSF), Unicef and others. The aim of the water projects was to improve water access for the residents of Baidoa and surrounding villages, particularly vulnerable people.

During dry seasons, Baidoa often faces water crises as a result of severe and widespread water shortages. This is made worse by the fact that most boreholes, wells and other water sources dry up when they are needed most, that is, during the dry season. In an effort to find long-term solutions to the water crises, the federal government and South West State of Somalia's Ministry of Water approached the African Development Bank (AfDB) for support for the development of water infrastructure to provide sustainable water to the town. The municipality recommended the construction of dams to harvest rain water from Isha River (a dry river, which has huge flash floods during the rainy seasons). The dams could positively affect the ground water-table level. So far, a feasibility study for the project has been carried out. The proposed solutions include construction of dams and sinking of more boreholes in areas with adequate underground water. A thorough hydrogeological survey would need to be carried out to establish areas with adequate underground water.

## 4.5 Infrastructure

### Construction of police posts

Baidoa Municipality initiated interventions to restore law and order in the community through the establishment of security structures in Baidoa town. With funding from IOMRDS, the Danish Refugee Council (DRC), Danish Demining Group (DDG) and the UN High Commissioner for Refugees (UNHCR), Baidoa Municipality built eight police posts at strategic locations in the municipality, including in place with a high IDP concentration. Over and above these eight police posts, the municipality also established 19 temporary police posts, bringing the total number to 27. All these posts were staffed with police officers; they are overseen by district and regional police commissioners. The posts have been equipped with walkie-talkie radios for ease of communication with their colleagues and with district and regional police commissioners. The establishment of the police posts and staffing them has improved the security situation in Baidoa remarkably.

Solar street lights were also installed on all the streets in the town and along the connection roads to the IDP sites, as well as inside the IDP compounds. This has improved the security of the IDPs thanks to a reduction in night-time crimes and violence.

### Roads

The municipality partnered with the World Bank's Somalia Urban Investment Planning Project (SUIPP). The focus of the project is to strengthen municipal governance – building municipal capacity and reconstruction of key urban infrastructure. The SUIPP Project aims to improve the infrastructure of Baidoa and enhance local economic development. Through these activities, the project intends to build capacity, accountability and trust in the local government. The project will benefit the host communities, returnees and IDPs by building their resilience and helping them to find durable solutions. According to the World Bank, the broader objective of the project is to prepare strategic plans for Baidoa – with a focus on urban resilience and inclusivity – incorporating the needs of IDPs, returnees and the host population, and to be labour intensive in order to generate short-term employment opportunities and minimise further displacement of people. It seeks to be well coordinated with other donor/government programmes to avoid duplication and to maximise government visibility to build citizen confidence. This is the first urban project to be implemented in Baidoa over the past 40 years.

The project identified eight urban roads, totalling 22 km, in Baidoa Municipality that provide access to the IDPs and host communities. The roads also improve access to the city and security, and create business opportunities for all. UN Office for Project Services (UNOPS) provided technical support to the municipality in the preparation of the feasibility study for all roads, the drainage systems, assessing solar street lights, traffic surveys, and environmental and social safeguarding. The road selection was done through community consultation and with all stakeholders.

Other roads projects included the following:

- **Feeder roads:** Baidoa Municipality has supported the rehabilitation of feeder roads across Baidoa villages. More than 20 feeder roads (20 km) were rehabilitated during my administration and funded by SSF, DRC, the International Labour Organization (ILO), IOMRDS and others.
- **Cobblestone:** Baidoa Municipality successfully implemented the construction of five community roads with cobblestone in Baidoa town; a total of 2.9 km were built. The project was funded by the Norwegian Ministry of Foreign Affairs and UNDP Somalia.
- **Bridges:** Baidoa Municipality identified and prioritised the need to build a bridge on the road known as '30-ka Road' with support from the SSF and DDG. The municipality provided a 20 per cent financial contribution to the project. The aim of the project was to improve road accessibility, especially for trucks coming from Mogadishu to Gedo region, which were using the main Baidoa road and causing traffic jams, road accidents and security problems.

# 5 Durable solutions and resilience for IDPs and host communities

## 5.1 Effective emergency preparedness and response

In November 2016 the South West State government of Somalia appealed to the international community for support in light of the prolonged drought the region had experienced and also of the large influx of returnee refugees and IDPs making the food security situation very precarious. Although the humanitarian agencies had carried out an assessment, no assistance had yet been given. The mayor of Baidoa called for a meeting of the village administrators and business groups to discuss ways of assisting the newly arriving IDPs in Baidoa, essentially with water and food. The South West State of Somalia's Office of the President also formed a drought committee, which was chaired by the Minister for Livestock and Animal Husbandry.

The influx of IDPs caused many challenges, such as the formation of informal settlements in Baidoa, environmental issues, hygiene and sanitation problems, water scarcity, unemployment, and poor urban conditions. These conditions led to an outbreak of Acute Watery Diarrhoea (AWD) affecting hundreds of people, mostly women and children. Many of the affected people were admitted to hospital. The municipality built temporary structures in Goofgadud Burey and Awdiinle to avoid having all AWD patients coming to Baidoa. With the help of South West State's Ministry of Health, medicines were transported to these locations and business groups were mobilised to deliver medicines and water trucking to rural areas. The rural areas could not be accessed either by the government or by its humanitarian partners because of the insecurity caused by Al Shabab's presence. During this drought and influx of IDPs, the UN and international NGOs helped a great deal to assist the IDPs.

## 5.2 Durable solutions

Baidoa has experienced rapid growth in population in recent times because of the influx of returnee refugees and IDPs. This rapid rise has brought with it many challenges. Many returnee refugees and IDPs settle on land owned by private individuals, creating a major source of community conflict as the private land owners forcefully evict the IDPs. The returnee refugees and IDPs put up their shelters anywhere – whether on private or public land – leading to unplanned settlements. The population increase also leads to increased demand for such services as health, water and sanitation, to mention just a few.

To mitigate these challenges, the Federal Government of Somalia and the South West State Administration, with the support of humanitarian organisations and other development partners including IOM, UNHABITAT and the United Nations Peace Building Fund (UNPBF), initiated the Midnimo (meaning 'unity') Project. The project aims to find durable solutions for the areas affected by displacement and returning refugees in South West State and Jubaland. It is intended to enhance

local leadership capacities to facilitate the sustainable return of refugees, their recovery, social integration and peaceful coexistence in the community.

The office of the Mayor of Baidoa led the coordination and implementation of the project. Other agencies which participated in its implementation were: MOPIED; the Ministry of Interior of South West State; the Governor's Office of Bay Region; and South West State's Commission for Refugees and IDPs. The government formed the Core Facilitation Team (CFT) and nominated five people representing government agencies to steer the implementation of the project. A three-day training course was organised for the nominees to familiarise them with the role of the government in community dialogue.

The main focus of the project was a government–community dialogue to identify challenges (gaps in service delivery) and to formulate lasting solutions to these challenges, that is, to find durable solutions to the problems facing the returnee refugees, IDPs and host communities. To kick off this process, Baidoa Municipality convened a major conference to which all the humanitarian and development organisations operating in Baidoa were invited; South West State government also participated. The key issues discussed at the conference were: identification of the key causes of instability and tension in the community (security); the rapid population growth of Baidoa; urban planning for Baidoa (to avoid it developing into a shanty town); the land-law framework (to address the problem of forceful evictions, particularly from privately owned land) and the draft land law for South West State of Somalia, which was endorsed by the South West State cabinet ministries and forwarded to the parliament for approval.

The project made good progress in conducting community consultations through participatory processes that led to the development of the Baidoa CAP. The communities also identified key drivers of instability and tensions and prioritised projects for conflict resolution, peaceful coexistence, recovery and durable solutions. The Baidoa CAP became a useful tool and has been adopted by many development organisations in Baidoa.

UNHABITAT supported a series of consultative meetings held in Baidoa in 2017 and 2018 aimed at discussing the needs for urban planning, land laws and city expansion. The consultations brought together key stakeholders of the project to discuss the land-law framework and the contents of the draft law for South West State of Somalia and the Baidoa town expansion plan in light of the New Urban Agenda and sustainable urban development.<sup>2</sup>

To solve the problem of IDPs clustering in informal settlements on private or public land, the municipality allocated land for the IDPs to the north of Baidoa. In the first phase of the initiative, 1000 households were moved to the new land. The land had previously been open communal land for grazing under the jurisdiction of the municipality. After a series of consultations with the clan elders, the local authorities provided the land. The Danwadaag Project supported the relocated families with monthly vouchers and built makeshift houses for each family. It was envisaged that more land would be needed, so it was therefore planned that another public site to the south of Baidoa would be allocated. However, as funds were inadequate, it was not possible to run the two sites concurrently. IDP settlements are now concentrated to the north and south of Baidoa town.

---

<sup>2</sup> The New Urban Agenda was adopted at the United Nations Conference on Housing and Sustainable Urban Development (Habitat III) in Quito, Ecuador, on 20 October 2016. It was endorsed by the UN General Assembly on 23 December 2016. The New Urban Agenda represents a shared vision for a better and more sustainable future. It takes the position that, if well planned and well managed, urbanisation can be a powerful tool for sustainable development for both developing and developed countries.

After mass evictions took place in Mogadishu at the end of 2017 and as an immediate response, Baidoa Municipality held a meeting for UN organisations, international NGOs (INGOs), government ministries, Baidoa people – particularly the landlords – municipality staff, elders, religious leaders, women, IDPs and the security sectors on 25 January 2018, to discuss how best to mitigate the effects of eviction and to seek other sustainable solutions. As an effort to implement durable solution intervention in Baidoa, there was a multilateral discussion on how the IDPs in Baidoa could obtain rights to land ownership after they had been evicted by the landlords.

All the discussions during the forum brought up meaningful measures in terms of preventing forced evictions. Thus, after long and stimulating discussions, both the Mayor and the participants had the following comments for action points:

- Establishing an IDP settlement must be facilitated or validated by the district administration: the local municipality must provide valid land tenure documentation for IDP settlements during their establishment.
- Humanitarian agencies should carefully consider supporting IDP settlements with important humanitarian assistance, such as the construction of water, sanitation and hygiene (WASH) facilities, schools, recreational centres, shelter, etc. They should avoid providing such assistance to an IDP settlement unless the displaced have valid land tenure documents from the local municipality or else are seeking help from agencies involved in housing, land and property (HLP) issues, such as NRC, UNHABITAT, etc.
- The local authority should provide free and adequate spaces for the construction of humanitarian support facilities, including schools, shelters and WASH facilities. Any permanent humanitarian facilities, such as stone or hybrid shelters, boreholes, or permanent schools, should be built only on public land provided by the local municipality.
- The local municipality should issue an official statement outlining procedures for certifying land ownership arrangements, and procedures for granting leases to IDPs and other lessees.
- The humanitarian agencies should think earlier (during the development of project proposals) about where they plan to have permanent humanitarian facilities and avoid using privately owned spaces. Such allocation of resources to private land is a total misuse of funds.
- The local authority should provide enough spaces for settlements when it is asked by the implementing partners. In other words, the municipality has to provide enough space to enable the residents to have areas for public services or infrastructure such as playgrounds, schools, mosques, water points, latrines, roads, etc.
- There should be joint cooperation in supporting people affected by lawful evictions; humanitarian agencies and the municipality should provide the eviction-affected IDPs or people with the appropriate eviction response packages, such as alternative land, livelihood assistance, WASH support, non-food items assistance and other necessary support.

Additionally, the Baidoa Municipality Mayor's Office made the following commitments:

- to provide public land to the IDPs when it comes to construction of humanitarian facilities, both permanent and temporary;
- to provide land tenure documents to IDPs in order to avoid forced evictions;
- to plan for the IDP settlements or sites to be divided into two main sites in the northern and southern parts of the town, which have the heaviest concentration of such settlements;
- to start the provision of valid, and water-resistant land tenure documents which will protect the HLP rights of those most vulnerable;
- to ensure the provision of a sufficient notice period if eviction is inevitable, at a minimum 60 days or two months.

In April 2018 Baidoa Municipality, the South West State authorities, the UN, and various INGOs conducted a security assessment of potential sites for the new IDP relocation. A new site was identified, and a taskforce was established composed of UN, INGO and government stakeholders. To cut a long story short, the taskforce had several meetings with Baidoa Municipality, South West State government stakeholders, and development partners, UN, INGOs, IDPs and civil society organisations (CSOs) to make sure that IDPs received land in the relocation sites, and that essential services, such as security, health and water, schools, roads, and solar street lights, were provided.

### Identification of the land

After several engineering surveys, and subsequent visits, the taskforce selected a parcel of land located at the north corner of Baidoa town that was suitable for the relocation of the IDPs. After all the assessments had been conducted, South West State deployed 100 police officers to secure the place. IOM-Somalia and UNHABITAT started their engineering design and creation of a new township in order to improve accessibility and set up all the services required. Demarcation of the land plots began to fix the boundaries of the plots and each family was allocated a space 10m x 20m.

Over a period of one year all required services were set up at the new site. Two police posts, a water system, school, solar street lights and drainage systems were all constructed. After all these services were in place, the taskforce had a meeting to discuss how the relocations would take place, who would be targeted, and how to address protection issues. The taskforce agreed to conduct a survey in order to find out if the IDPs were happy to relocate to the new site. After this the IDPs selected committees to visit the site; they visited and agreed to the relocation.

In support of durable solutions to displacement and of the New Urban Agenda Cities 2030 and Sustainable Development Goal 11 on cities, the Baidoa Municipality mayor's office, with the support of the government of South West State, committed to providing 15 square kilometres of land to resettle IDPs in Baidoa and support its unprecedented urban growth. The new settlement accommodates both IDPs and host communities. Baidoa Municipality, IOM Camp Coordination and Camp Management (CCCM) and UNHABITAT have also started to develop a new city extension strategy plan in an effort to improve access and movement between the town and the new relocation site.

UNHABITAT and IOM CCCM supported the linkage of site planning with overall town planning, using an area-based planning approach to connect the current downtown with the proposed sites. They have also been providing hardware projects such as improving road access and conducting an awareness campaign in the new settlement with funding from the UK Department for International Development (DFID). South West State Police also deployed police forces to the new site for security protection.

IOMRDS supported the construction of hardware projects such as health facilities, police posts, street lighting and schools, as well as the rehabilitation of access roads and community meeting venues, and improvement of the water system. The municipality rehabilitated and fully equipped a centre to be the Baidoa Municipal Durable Solutions Unit. Baidoa Municipality's mandate allows it to apply a development lens in its humanitarian responses, and to align durable solution and resilience interventions accordingly.

The new South West Durable Solutions Policy has the potential to improve the quality of partners' assistance through:

- increased effectiveness and efficiency in emergencies;
- enhanced flexibility to respond to dynamic operational contexts while balancing

- humanitarian and development work;
- improved alignment with national development goal targets;
- improved focus, visibility and communication;
- better integration of technical assistance and resource mobilisation;
- improved strategic guidance and reduced transaction costs;
- closer harmonisation with humanitarian agencies and processes;
- enhanced performance reporting and accountability.

By employing a locally led approach to durable solutions planning, Baidoa Municipality is committed to mainstreaming durable solutions across many fields, eg security, justice, legal, employment, urban planning and housing. There is, however, a need for awareness and understanding of the concept of durable solutions across Somalia. ReDSS has done a great job of promoting understanding of durable solutions and has held many learning events in Somalia, particularly in Baidoa, in partnership with Baidoa Municipality. ReDSS has also conducted an aspirations survey among the IDPs to gauge their ambitions (aspirations) and discover whether they hope to integrate with the host community and create social cohesion between themselves and this community. The survey also sought to find out IDPs' views on the area-based planning approaches to durable solutions in Baidoa. The aspirations survey revealed a positive impact and that the perceptions of the community about the municipality had become more positive. However, the central government buy-in on the durable solutions approach still needed improvement.

Durable solutions should be owned by the people, especially those who are suffering from displacement crises. The government needs to engage with the people to decentralise services, to challenge insecurity and also to support the policies for and research evidence on durable solutions. From a human rights perspective, every human has the right to live and have access to education, health, a job, and secure land tenure. They have the right of participation in political and decision-making processes in their respective locations and should have full legal access to justice and all kinds of human security. People who are suffering displacement crises have the right to have their potential needs and priorities addressed in a way that could be a solution to the IDP crisis. So any durable solution initiative that does not engage the people concerned, ie IDPs, returnees and host communities, will not be sustainable and is likely to end in failure.

*IDPs and marginalised groups should actively participate in decision- making processes, constitutional consultations and policy reforms.* Other Somali regions dealing with displacement should also accept social integration, resettlement, and economic and political participation. A recent UNHCR report revealed that a majority of IDPs living in Puntland and Mogadishu do not feel accepted by host communities.

To improve the general understanding of durable solutions there is a need to organise many learning events, which can be done through media campaigns, drama and many other forums. To adopt a durable solutions approach, there is need for political will, support and commitment from the government. *Durable solutions should not stop at workshops and conferences, but must extend to implementation.* Baidoa Municipality has demonstrated feasible durable solution activities with its partners and Baidoa has committed to many durable solutions activities with the full participation of the community. Baidoa's municipality slogan was 'People: know what they want'. Instead of saying we have this and that for you, it is better to ask people what they want and need, and how they want it done, because they are ones who are suffering. A doctor should not prescribe medicine by simply looking at the physical appearance of the patient; the patient needs to be talked to, in order to find out how he or she is feeling and where the pain is.

As noted above, Baidoa Municipality co-implemented its action with the SSF, the Danwadaag and the Durable Solution IOMRDS project, with funding from DFID. It also implemented the Midnimo Project funded by UNPBF, a community-driven development project. These projects emphasised community-driven planning processes to allow local residents and village administrations to identify their needs through a facilitated, inclusive planning process. They involved the provision of block grants to host communities, IDPs and refugee returnees to support the realisation of community plans. As the names imply, the projects have been shared by all stakeholders and have attempted to counteract damaging assumptions common to the development industry, namely that (1) elites know what is best for the community; (2) communities are too poor to contribute to development initiatives; and (3) change can be brought into a community by external actors.

These projects also engaged residents in a way that helped them gain knowledge and mobilise local resources which, however limited, worked against aid dependency and helped participants to achieve self-reliance. Representative bodies known as 'task forces' and 'core facilitator teams', which brought together village committees and an inclusive selection of the different social groups from across Baidoa are driving community projects forward themselves, along with accompanying debate, dialogue and forums.

Allocating community grants in these projects is a means by which collective actions can be encouraged and the rules and routines of good governance practised by committees comprising community leaders, IDPs, refugee returnees and government stakeholders up to the village-level administration (villages), plus selected members of the public. A tested hypothesis was that stability can be increased by combining inclusive, community-based planning approaches with activities designed to improve basic understanding, attitudes and practices around local governance in a manner that fosters broad-based ownership and enables management of conflicts and improvement of security.

### 5.3 EU Reintegration Programme in Baidoa (EU REINTEG)

The EU Reintegration Programme in Baidoa provided key support to returning populations and local communities in areas of return. The first phase of the project was to establish Reception Committees and to ensure that the necessary equipment and capacity were in place to conduct registration, profiling, identification and referrals. IOMRDS worked closely with, and provided support to, Baidoa Municipality and relevant entities handling the issues related to IDPs, returnees and the host community in order to establish the Reception Committees.

Income-generating opportunities were offered for the returnees, IDPs and host communities through cash-for-work based on public work in partnership with the Baidoa Municipality Office. Some 200 beneficiaries were targeted to contribute to the local reintegration and community-based approach. Therefore, the municipality established planning committees, and ensured that the project was inclusive and provided opportunities for equal participation for all community members on the committees; representatives from women's groups, youth groups, IDP camp leaders, returnees and Baidoa Municipality were selected. After selection of the planning committees, a workshop and several dialogue sessions were organised by the municipality.

The district planning committees selected the 200 beneficiaries based on agreed criteria, with the support of and validation from IOMRDS. Based on the identified gaps in the community, the district planning committees selected and prioritised several public works projects: the rehabilitation of the Siliga road and Baidoa livestock market road and the construction of Isha police station. These roads were important for the community to have access to the livestock market and their villages. Before the roads were improved, they were very rough and car accidents were regular occurrences. Elderly people who were doing business were not able to take their livestock to market. The construction of

the police post contributed to the security of the area where many IDP camps are concentrated.

The public works prioritised were carried out through cash-for-work activities for short-term income generation to produce quick impacts. The beneficiaries received US\$120 per month at full attendance (\$6 per day for 20 days per month).

In addition, Concern Worldwide received funding in 2017 from the European Union Trust Fund for Africa for a programme entitled Enhancing Integration of Displacement Affected Communities in Somalia (EIDACS). Implemented through a consortium of agencies comprising the DRC, NRC and Concern Worldwide, EIDACS was a three-year programme aimed at creating a conducive environment for displacement- (or mixed migration-) affected communities to achieve sustainable integration. It has been implemented in South West State, specifically Afgoye and Baidoa. EIDACS's approach places communities at the centre of all initiatives, allowing them to set priorities and actively participate in the decisions on the services and assistance they need, with the intention of leading to community-driven durable solutions that address existing and future service needs and livelihood opportunities of displacement-affected communities.

EIDACS was one of the EU REINTEG projects that employed community-driven, bottom-up and government-led approaches in its implementation. Baidoa Municipality donated land in Baidoa to Concern Worldwide to construct two schools for the IDPs in Hanano 2 and ADC Area in the north and south of Baidoa. The two schools gave IDP and host children access to education, with each school attended by 700 children in both morning and afternoon shifts. Additionally, the project focused on health, so Baidoa Municipality also donated land to construct a health post. The health post also gave access to displacement-affected communities in Baidoa and filled existing health gaps in the IDP camps in Baidoa.

Training in collaborative dispute resolution for local actors and community leaders in Baidoa Municipality were facilitated, with community consultation, meetings and training in HLP issues and access to justice at the district level. Baidoa Municipality facilitated land tenure security agreements for the IDPs, and established a system whereby private land owners were required to give two months' notice period to any IDPs required to vacate their land, as per eviction guidelines. The Municipality provided capacity-building and group sessions on HLP, and on mobilising camp leaders, land owners, partners and private sector actors on eviction prevention and mitigation measures, while addressing HLP issues for the IDPs in the district.

The REINTEG project was a locally led project and created income-generation activities for the IDPs, returnees and host community members. The project gave ownership to the municipality and built trust between the municipality and the community; people came to see that the municipality was providing services to its people. The project created integration between the IDPs, refugee returnees and the host community.

## 5.4 Coordination

With so many activities being implemented by multiple agencies, central government, the South West State government, and humanitarian and development agencies, careful coordination is imperative to create synergy in some cases and avoid duplication of effort in others. The Office of the Mayor established coordination units to monitor and oversee the implementation of all the projects underway. Two types of coordination unit were established: a Durable Solutions Technical Working Group and another for urban resilience projects. As indicated earlier, the municipality also developed a Community Action Plan with support from UNHABITAT and IOMRDS.

During the consultations a review of achievements was carried out, looking at what challenges were experienced during the project implementation, what more needed to be done and possible sources of funds for the new projects. Then the municipality developed proposals and lobbied for funding for new projects. Although the municipality faced many challenges, like the state ministries' of lack of clarity on the role of national government *vis-à-vis* the role of the sub-national government, we nevertheless managed to overcome all these challenges, by engaging all government stakeholders. The Mayor's Office updated the Office of the President of South West State regularly and always asked for political support in order to carry out our duties successfully. The municipality used the press, TV, radio and social media regularly. This created awareness among the people about what the municipality was doing. The municipality remained committed and active and engaged the community fully.

## 5.5 Lessons learned from abroad

Over the past four years (2015–19) The Mayor of Baidoa has participated in several international conferences: Kuala Lumpur, Malaysia; Tokyo and Osaka, Japan; Beirut, Lebanon; Wilton Park, UK; and Zurich, Switzerland. The mayor gained useful experience and knowledge from those conferences and applied some of it to managing Baidoa. Upon returning from the conferences, the mayor created forums to share his experiences with colleagues in the municipality and other government departments and also with the community whenever it was possible. He took the opportunity to engage his colleagues by asking how such experiences could be applied in Baidoa for the enhancement of social and economic benefits. He raised issues about social inclusion through investment in urban services and infrastructure, engaging citizens and building trust in the local authority using participatory approaches. He enquired about whether neighbourhood systems he had observed in some of the cities he visited could be adopted or replicated in Baidoa. He saw how urban planning is important in such a fast growing city, and how to implement the 2030 World Urban Agenda and Sustainable Development Goals, and to implement more effective protection and durable solutions for IDPs.

## 5.6 Research

During his tenure as the Mayor of Baidoa the author encouraged the municipality to undertake research, based on objective evidence of the many challenges facing Somalia, such as the displacement crisis, urbanisation and lack of social integration in other regions of the country (Puntland, Galmudug and Benadir). Other possible areas of research that remain to be completed include human rights abuses among the IDPs, apathy (lack of participation) among the displaced and host communities, and language and cultural diversity in South and Central Somalia. As a mayor he had the privilege of taking part in a number of research-based workshops organised by the Research and Evidence Facility. The outcome of these discussions has been particularly useful to Baidoa Municipality in its work dealing with issues related to rapid urbanisation, displacement, environmental issues, unemployment and housing issues. There is, therefore, a need for more objective, evidence-based research. Government should support ways of finding solutions and full social integration.

# 6 Challenges faced by Baidoa Municipality over the period 2015–19

## 6.1 Investing key municipal revenue collection points to mobilise more resources

Baidoa Municipality received funding from many humanitarian and development agencies over this period, which the municipality appreciated greatly, particularly given the very limited tax collection at municipal level. Funds remain a major constraint, however. The municipality was not able to do all it wanted because of a lack of funds. The municipality needs to mobilise resources to be able to invest in affordable housing, renewable energy, water, parking, playgrounds, markets and agriculture. And some of these potential opportunities could be realised through PPP investments.

## 6.2 Overcoming the weak technical and outreach capacity of local government

Many times, the municipality has relied on development partners for technical support, for example in carrying out the feasibility study for the development of infrastructure. Ideally the municipality should have had this expertise themselves, but as a result of the impact of the civil war in Somalia municipalities have faced a shortage of basic social services and skilled human resources.

There are also problems with water management, private sector engagement and financial resources. Ideally, the municipality should have access to technical experts like engineers, urban planners, private sector experts, social cohesion experts and economic development experts. But because the municipality lacked such expertise and resources, it had to request capacity injection and support from the INGOs on many occasions.

Other technical priorities of the municipality include:

- becoming more strategic in its orientations and being open and flexible to new and unforeseen demands;
- maximising integrated capacity both inside and outside for municipal laws;
- becoming more community-oriented and focused on community needs and priorities;
- gathering more knowledge about urban planning, land management systems, taxation and revenue collection;
- developing a good knowledge of water management systems and sanitation services;
- having good understanding of the best ways to pursue and manage PPPs;
- leading and investing in proper municipal planning;
- planning and securing funding for the new IDP settlement in terms of permanent shelter,

education, health, water, roads and so on. This will allow IDPs to secure permanent shelter and land tenure and to access basic services.

### 6.3 Avoiding competition among governance structures (federal, state and municipality)

Because the system of federal governance in Somalia is at an early stage, there is a lack of clarity on the roles of the municipality, the state and the federal government. Although the role of the municipal authorities has been clearly written in the constitution, other organisations within the government often take over its role. For example, the interior ministries at the state and federal levels often intervene in the daily functions of the municipal governments. Many policy documents on the same issues have been developed by both the federal and state governments and there is no integration between these efforts. Very often these policies ignore the role of the municipalities. The lack of clear job descriptions between all three layers of the government (federal, state, and municipal) leads to confusion and tensions.

### 6.4 Need for urgent financing on urban planning

The rapid increase in population in Baidoa has put a strain on the few amenities available for social and economic services and has led to resource-based conflict. It has also led to informal, unplanned settlements (slums). With an absence of urban planning the city faces traffic jams, congestion, a scarcity of water, poor hygiene and sanitation, unemployment, urban violence, drugs and environmental issues. The need for urgent financing of urban planning is one of the top priorities of Baidoa Municipality.

### 6.5 Improving the security situation

Insecurity, particularly due to Al Shabab, remains the biggest challenge. Insecurity continues to cause population displacement as the rural population moves to Baidoa town for safety.

### 6.6 Improving water access and sanitation

Baidoa is situated in an arid area prone to prolonged droughts. Many wells and boreholes dry up during these, as was particularly the case during the drought of 2017–18, placing greater strain on the local community.

# 7 Conclusions and recommendations

Security, integration of IDPs and urbanisation were the main agenda for Baidoa Municipality when it came into being in 2015. To address the insecurity Baidoa Municipality needed to work with the security agencies there, basically the South West State security agencies, AMISOM and the community. The community had been controlled by different militia groups over a long period and until recently has been under Al Shabab control. Different communities had been subdued by different militia groups and did not trust any authority because of their experience with conflict over a long period. The new government needed to build their confidence and mutual trust.

In working on the integration of IDPs, the municipality had many issues to deal with, including: locating land on which IDPs could settle, delivering humanitarian assistance to the new arrivals, addressing issues such as health, water, sanitation and the environment arising from the rapid rise in population and congestion, and security, particularly within the IDP settlements. Even more important was looking for lasting long-term, ie durable, solutions to the problems facing the IDPs and returning refugees. All these were addressed adequately given the time and resources available.

In 2015, Al Shabab controlled all the rural areas around Baidoa town, and as some areas were being liberated, there was a need to set up administrative systems under the municipality. To do this, the capacity of Baidoa Municipality had to be built in order to make it more effective in service delivery with respect to humanitarian assistance, education, health, water and sanitation, as well as improved infrastructure. The rapid rise in the population of Baidoa also meant that there was a need to consider 'viable settlements', ie planned settlements, or urban planning.

In conclusion, a lot was achieved during the first four years of Baidoa Municipality. The municipality endeavoured to use best practice, as documented by UNEP, UNHABITAT, FAO, USAID and OECD, among others. However, the kinds of problem being addressed are long-term. A lot remains to be done. These problems are beyond the capability of Baidoa Municipality alone. Support from the international community is needed.

## 7.1 Recommendations

1. *Clearer definitions:* There is a need for clearer definitions of functions for different levels of government.
2. *Private sector policy:* Since the outbreak of the civil war in 1991, the private sector has been the driving force in the social and economic life of Somalia. Private sector engagement is absolutely necessary and modes of engagement with the government should be carefully thought out. The Durable Solutions Initiative should be linked to the private sector to initiate means of collaboration and cooperation that ultimately pave the way to public–private partnership. More donors should commit to multi-year funding, including direct budgetary support, to Comprehensive Refugee Response Framework countries to foster the expansion of activities at the local level and to enable full incorporation of refugees into national development plans.

3. *Evidence-based research:* It is prudent to carry out evidence-based research, especially on the languages and different cultures of the Somali communities before any intervention takes place. There should be assessments or research looking at different aspects of the communities, be it dialect, culture and standard of living if such interventions are to achieve their goals and be sustainable.
4. *Structured human resource/capacity development:* A long-term structured human resource/technical capacity building strategy should be considered for sustainability of the interventions.
5. *Planned settlements:* With the rapid rise in population it is necessary to control and plan the urban settlement before Baidoa develops into a huge slum city.
6. *A durable solution strategy is needed:* To have an effective and efficient durable solutions initiative requires a participatory process that is local-community-led and guided by a district-level administrative task force.
7. *Institutional support:* The Directorate of Durable Solutions and Urban Resilience should be facilitated with tools that allow it to function well. Such tools would include office space, equipment, means of communication and transport. Technical staff must be carefully selected and appropriate to its activities.
8. *Roles and responsibilities:* Clearly defined roles and responsibilities for all stakeholders, including government institutions, involved in durable solutions (private sector, South West State and Federal Government of Somalia) should be in place.
9. *Planning:* The Directorate should prepare a Strategic Plan (3–5 years), and community representatives and relevant government agencies should participate in its development. The Directorate should show how it intends to roll out the strategic plan and involve all the stakeholders, including municipalities.
10. *Security:* The federal government should lead security operations to improve accessibility for communities.
11. *State-wide durable solutions programming:* Durable solutions should also be implemented in other cities in the state, because all IDPs currently come to Baidoa, where they believe they can get basic services, after they have been displaced from their original settlements as a result of insecurity, limited job opportunities, limited access to quality education, insufficient social protection, unequal access to quality health care and exposure to disease. The displacement crises are exposing the consequences of these shortcomings elsewhere. Municipalities in other urban centres of South West State need to become competent in creating durable solutions and urban resilience by raising their awareness through peer-to-peer learning, exposure visits and regular on-the-job training. In this way municipalities' capacity will be improved. Thus, they will be able to mobilise resources at local and international levels in order to put in place the necessary municipal services in their respective locations. This will ultimately restore the hope and trust of the local people, helping them remain in their original locations and discouraging displacement migration to other cities.

12. *Sustainable development*: Sustainable development is also about safeguarding the natural environment on which everyone depends, to ensure the wellbeing of current and future generations. Droughts, floods, crop failures, locust infestations, deforestation and environmental degradation have all had an impact on the lives of the people in South West State. There is a need to build early warning systems and strengthen disaster management at grassroots level.

# Bibliography

---

- 2030 New Urban Agenda (2016). HABITAT III.
- AU Convention for Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention) (2019). 29 October.
- Durable Solutions in Somalia, Moving from Policies to Practice for IDPs in Mogadishu* (2019). Field report by Mark Yarnell for Refugees International.
- FAO Strategy for Partnership with the Private Sector (2012). Rome: FAO.
- Federal Government of Somalia (2019). *National Policy on Refugee-returnees and Internally Displaced Persons (IDPs)*. Mogadishu. <https://www.refworld.org/pdfid/5d8332c64.pdf>
- Federal Government of Somalia (2019b). *National Development Plan 2020-2024*. Mogadishu: Ministry of Planning, Investment and Economic Development. <http://mop.gov.so/wpcontent/uploads/2019/12/NDP-9-2020-2024.pdf>
- Federal Government of Somalia (2019c). *Interim Protocol on Land Distribution for Housing to Eligible Refugee-Returnees and Internally Displaced Persons, 2019*. Mogadishu. <https://www.refworld.org/docid/5d8331024.html>
- Federal Government of Somalia (2019d). *National Eviction Guidelines*. Mogadishu: Federal Government of Somalia. <https://www.refworld.org/pdfid/5d8333ae4.pdf>
- IFAD Private Sector Engagement Strategy 2019–2024 (2019). Rome: FAO.
- Mehari Taddele Maru (2011). 'The Kampala Convention and its contribution in filling the protection gap in international law'. *Journal of International Displacement* 1, 91–130.
- OECD (2016). *The Development Assistance Policy: Enabling Effective Development*. Private Sector Peer Learning Policy Brief 1. Paris: OECD.
- Private Sector Engagement Strategy – Global Partnership for Education (2019). BOD/2019/06 DOC 08.
- Quito Declaration on Sustainable Cities and Human Settlement for All (2016). Declaration of the UNHABITAT III conference on 'Housing and Sustainable Urban Development'.
- UK DAC (2018). *Enabling Effective Development*. Private Sector Peer Learning Brief 1. London: DAC.
- UNEP, UN Environment Assembly (2019). Programme Performance Review - January 2018–June 2019.
- UN Environment Programme Strategy for Private Sector Engagement (2019). Agenda Item 3: Programme Review January–June 2019.
- USAID (2018). Private Sector Engagement Policy.

# Annex 1: List of acronyms

AMISOM	African Union Mission in Somalia
AfDB	African Development Bank
CAP	Community Action Plan
CBM&E	Community Based Monitoring and Evaluation committees
CFT	Core Facilitation Team
DFID	Department for International Development
DDG	Danish Demining Group
DRC	Danish Refugee Council
EIDACS	Enhancing Integration of Displacement Affected Communities in Somalia
IOMRDS	International Organization for Migration Recovery and Durable Solutions
IOMSSI	International Organization for Migration Somalia Stability Initiative
IBS	International Bank of Somalia
IDPs	Internally Displaced Persons
INGO	International Non-Governmental Organisation
HLP	Housing, land and property
MOPIED	Ministry of Planning Investment and Economic Development
NRC	Norwegian Refugee Council
NGO	Non-Governmental Organisation
UN	United Nations
UNHABITAT	United Nations Human Settlement Programme
UNHCR	United Nations High Commissioner for Refugees
UNEP	United Nations Environment Programme
USAID	The United States Agency for International Development
UNDP	United Nations Development Programme
USC/SNA	United Somali Congress/ Somali National Alliance
UICs	Union of Islamic Courts
FAO	The UN Food and Agriculture Organization
OECD	Organisation for Economic Cooperation and Development
ReDDC	Regional Durable Solutions Secretariat
IED	Improvised Explosive Device
VBIED	Vehicle-Borne Improvised Explosive Device
PPIED	Pressure-Plate Improvised Explosive Device
RRA	Rahaweyn Resistance Army
SSF	Somali Stability Fund
SME	Small-scale enterprise
TFG	Transitional Federal Government