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POLITICAL, ECONOMIC AND VULNERABILITY ASSESSMENT (PEVA)

giz Deutsche Gesellschaft
für Internationale
Zusammenarbeit (GIZ) GmbH

 **altai**
consulting

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ABBREVIATIONS

AS	Al Shabab
CCCM	Camp Coordination and Camp Management
DDS/UR	Directorate of Durable Solutions and Urban Resilience
FGD	Focus Group Discussions
FGS	Federal Government of Somalia
FMS	Federal Member State
GESI	Gender Equality and Social Inclusion
GIRD	Global Initiative for Resilience and Development
IDPs	Internally Displaced Persons
KIIs	Key Informant Interviews
KII	Key Informant Interview
MoLSA	Ministry of Labour and Social Affairs
MoPIED	Ministry of Planning and International Cooperation
PEVA	Political Economic Vulnerability Assessment
SHIR	Strengthening Resilience of IDPs, Returnees and Host Communities (GIZ project)
SWS	South West State
TPM	Third-Party Monitoring

1. EXECUTIVE SUMMARY

INTRODUCTION

In November 2022, Altai Consulting was contracted by GIZ to support the *Strengthening Resilience for Internally Displaced Persons (IDPs), Returnees and Host Communities* ('SHIR' project) in Baidoa District, Somalia with a three-year package of services called the *Baseline and Endline Assessment and Third Party Monitoring (TPM) for Baidoa District*.¹ This document is the Political Economic and Vulnerability Assessment (PEVA).

The PEVA was undertaken to serve two purposes i) to rapidly boost the Altai team's understanding of the local context and ii) to help define inputs for the baseline survey, including understanding distribution of IDPs and returnees (for the sampling design), exploring definitions of IDPs vs. host community (for the demographics questions), and examining Gender and Social Inclusion (GESI) dynamics (to be able to add meaningful GESI questions). The PEVA was conducted swiftly in January-February 2023.

The study took a purely qualitative approach, which included a desk review of literature on Baidoa focusing on grey literature from NGOs and UN agencies, and fieldwork with Key Informant Interviews (KIIs) and Focus Group Discussions (FGDs) that resulted in consultation with over sixty-one individuals, government officials, and NGOs across Baidoa.

KEY FINDINGS

- The IDP population in Baidoa city has drastically increased over the last year as result of a massive influx of displaced people from the surrounding SWS districts. The returnee population coming back to Baidoa has also increased over the past six years, but their numbers are much smaller than the IDP population. The main factors contributing to the displacement are the recent droughts in SWS, and ongoing military campaigns against AS, causing the destruction of people's livelihoods, farms, and livestock. Many of the IDPs aspire to go back to their original homes and farms.
- Most IDPs and returnees are still experiencing a humanitarian crisis, and need life-saving support, as well as livelihood support. As a result, there are many INGOs, NGOs and local organisations present in Baidoa assisting vulnerable communities including IDPs, returnees and host community. There is strong coordination within the sector and with government, although the government has very little resource, and is massively stretched.
- Relationships between IDPs, returnees and host community in Baidoa are generally peaceful and there are strong socio-economic connections through clan membership, business, and inter-marriages. Baidoa city is perceived as a peaceful environment whereby both IDPs and returnees can access basic services and humanitarian support, although tensions over access to resources and humanitarian aid simmer below the surface.
- The main issues and tensions reported between the three target groups were related to access to natural resources and humanitarian services, land evictions and distrust of IDPs. The Baidoa government seems committed to identifying durable solutions that will better integrate IDPs and returnees at the local level including implementation of relevant policies, allocation of land and infrastructure support.
- Most of the IDP camps in Baidoa have committees that have women represented as members or chairpersons. These committees are tasked with the day-to-day running of the camps and resolving conflicts. Women and youth IDPs makeup the largest numbers of those displaced in Baidoa and they face numerous challenges that impact them as most vulnerable groups. The poor urban host community women are also in a similar situation as women IDPs.
- There are several private and public actors present in Baidoa that provide employment opportunities for the best educated and best connected. However, their ability to absorb large number of people is very limited. The international community will have to work with the local authorities, diaspora, and the private sector to open whole new sectors in the economy, such as agriculture, agri-business, and light industry, in order to provide substantive opportunities.

¹ Note that while the project name and the title of Altai's support include the word 'district', security conditions on the ground mean that all activities are limited to Baidoa city, not the district which is under control of Al Shabab.

- The main barriers IDPs and returnees face in accessing employment are that they are often isolated from the centre of Baidoa city, and they lack important social connections needed to obtain jobs. IDPs, returnees and host members are keen to receive vocational skills in different sectors where there is market demand.

CONSIDERATIONS

Based on the findings of this assessment, Altai proposes some considerations for GIZ team as the SHIR project moves into implementation phase:

- Ensure SHIR is implemented in a conflict sensitive and inclusive manner to avoid creating further tensions over access to international aid. The cluster system and the Community Umbrella System should be used to identify and select project beneficiaries in a transparent manner. GIZ should consider also engaging with IDP Commission to continue social cohesion initiatives aimed at improving relationship and trust between IDPs, returnees and host communities.
- Recently arrived IDPs tend to move frequently in their first months of arrival into Baidoa. For livelihood activities, GIZ should target beneficiaries who are in a more stable situation, or historic IDPs, to minimise drop-out. In addition, activities need to be implemented within IDP settlements that are close to the city to ensure the area is secure and accessible.
- Since the majority of IDPs are women and youths (particularly in the rainy season when men return to the fields), vocational skills development and livelihood support should be tailored specifically to their needs in particular working around child-care needs and the need to work to earn an income. GESI strategies and plans should be included at all levels of project design, implementation, and monitoring. In addition, vocational skills provided ought to be transferrable to other locations, should project beneficiaries decide to relocate back to their homes.
- There are many stakeholders already supporting IDP populations. SHIR should engage with them to avoid duplication and ensure project creates most impact.
- After talking to various government officials on what could work best in the Baidoa context, several sectors including agriculture, agribusiness, construction, and light industries were identified as possible entry points for GIZ to consider. Diaspora are an interesting and largely untapped resource that could potentially lever donor funding in creative ways. There are some interesting examples of creative interventions (e.g., ZamZam farm, NRC farm) that are worth examining further to see if these could be sustainably scaled and integrated with other SHIR activities e.g., literacy/numeracy training, or entrepreneurship training.

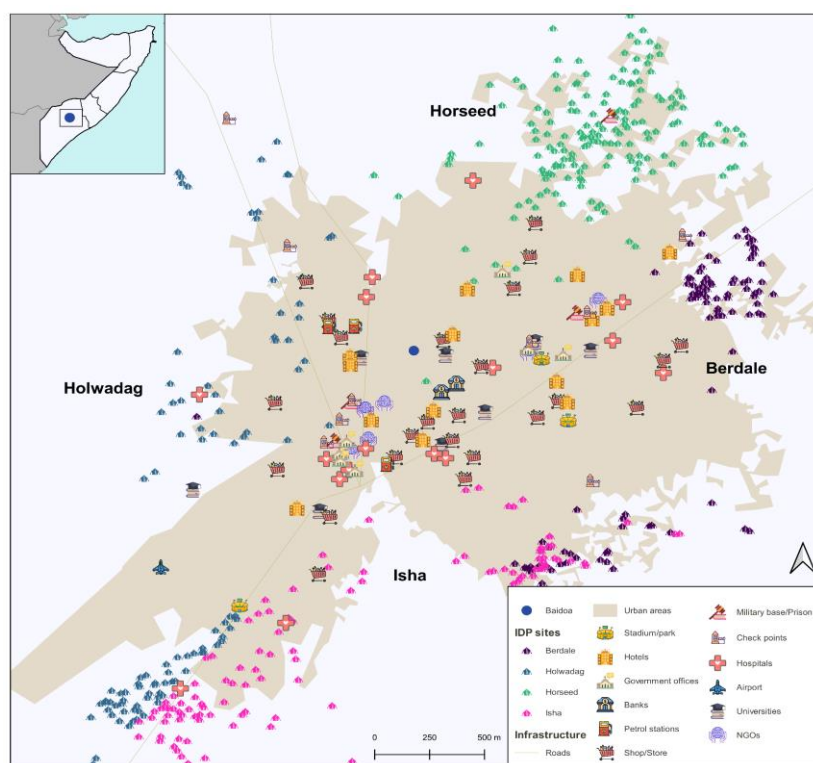
3. INTRODUCTION

3.1. BAIDOA CITY

Baidoa city is the interim capital of South West State (SWS) which consists of Bay, Bakool and Lower Shabelle regions that was established in south central Somalia in 2014. Baidoa is located approximately 250km west of Mogadishu and is one of the strategic trade corridors that connects the seaport of Mogadishu and Lower Shabelle in Somalia with neighbouring Ethiopia. Baidoa is considered one of the fastest growing cities in Somalia, if not in Africa. The city was initially divided into four urban villages of Bardela, Horseed, Howl-wadaag and Isha. Of these, there has been recent further divisions into sub-villages such as Waaberi, Daru Salam, Wadajir, Adaada and Towfiq.² Since 2019, SWS has been led by President Abdiiaziz Hassan Mohamed ('Laftagareen'). Baidoa city has extensive government infrastructure such as the SWS President/State House, Parliamentary halls, ministries, the Mayor's office, the Bay Regional Governor's office, district courts, police stations, Somali National Army/ATMIS army bases, markets, an airport, several roads (including the main supply road connecting to Mogadishu), as well as numerous healthcare and education facilities. However, the city's rapid growth brings a lot of challenges related to access to basic services such as water, shelter, and healthcare. Health and nutrition organisations have reported increase in disease outbreaks such as acute watery diarrhoea, cholera, and measles across IDP and host communities.³

See Figure 1.

Figure 1: Map of Baidoa with key infrastructure



3.2. SOCIAL DYNAMICS

There are diverse Somali clans residing in Baidoa city. The majority and dominant clan in Baidoa is Rahanwayne, which consists of Digil and Marifle branches, and their sub clans. The Marifle branch further breaks down into a plurality of Sideed and Sagaal sub-clans. Political, social, economic and

² UN Habitat, "Baidoa Urban Profile", 2020.

³ IRC, "Multisectoral Needs Assessment Report Southwest State, Somalia Drought Crisis," 2022, pg 1.

security power is concentrated at the hands of few dominant sub-clans, mainly from the eight Sideed sub-clans, especially the Harin, Leysaan and Hadame sub-clans. The Harin sub-clan is the most politically dominant clan which is well represented in the current government—the current President and Mayor, and the IDP Commissioner, and the Durable Solutions Secretariat at the Ministry of Planning, are all members of the Harin sub-clan. Digil clans do not have many political representatives in Baidoa, with the exception of Southwest Parliament Speaker of House Representatives and few Members of Parliament. Digil clans usually reside in Dinsoor and Lower Shabelle districts and they tend to be the ones most displaced by the recent drought and insecurity occurring in the Southwest region. The non-dominant clans in Baidoa tend to be Hawiye, Darood, Dir, Somali Bantus, Bajun, Barawenese, Gaboye, Tumaal, Yibir, Galagala, Tuni, Diison and Eyle.⁴

3.3. SECURITY SITUATION

The security situation in Baidoa is generally calm and, within the urban area at least, it is considered one of the safer cities in SWS. However, there are several drivers of conflict that are noticeable, particularly in recent years. First, there are frequent inter- and intra-clan conflicts over access to finite resources including land and water access points. This problem is compounded by the prolonged drought that has displaced many pastoralist and farmer communities from their homes and into closer contact with other clans.⁵ Conflicts between government and Al-Shabaab (AS) are also present in Baidoa District and wider SWS. AS often engages in targeted attacks against government and civilians in the city. Since June 2022, the FGS and SWS armies, with support of local clan militias, have been involved in military missions to overthrow AS control over number of cities and villages. Although the missions have been successful in liberating previously AS controlled areas, this has led to massive internal displacement of people and destruction of their homes and livelihoods.⁶ Finally, the recent political conflict between the current president Laftagareen and the opposition figures over the delayed elections led to a violent outbreak between government forces and militia loyal to opposition leader that killed ten people in December 2022. The President of Somalia, SWS officials, and community elders intervened through reconciliation meetings that brought together Laftagareen and warring factions, and temporarily eased the political stalemate by giving the president one more year in power.⁷

3.4. ECONOMY

The main economic drivers historically in Baidoa have been agriculture (crop production and cash crops, and marketing of crops) and livestock (marketing and selling of animal products). These sectors are susceptible to drought which puts at risk the livelihoods of IDPs, returnees and host community. Other notable economic sectors include construction, construction materials (such as gravel for concrete), telecommunications, hospitality, and money transfer institutions. Small and medium enterprises are also common in Baidoa including small retail/wholesale of clothing, foodstuff.⁸

3.5. PEVA METHODOLOGY

3.5.1. OBJECTIVES

The PEVA was conducted to serve two purposes i) to rapidly boost the Altai team's understanding of the local context and ii) to help define inputs for the baseline survey. The specific objectives of the PEVA were set as follows:

⁴ Altai Consulting Baidoa and Kismayo GPSEA, 2022.

⁵ Swisspeace/Saferworld, "Baidoa Conflict Assessment," 2020.

⁶ Felbab-Brown, Vanda. *Somalia's Challenges in 2023*. The Brookings Institute, 27 January 2023, www.brookings.edu/blog/order-from-chaos/2023/01/27/somalias-challenges-in-2023/. Accessed 2 February 2023.

⁷ Hiiraan Online. *Southwest State leaders and opposition figures sign reconciliation deal*, 5 February 2023, https://hiiraan.com/news4/2023/Feb/189789/southwest_state_leaders_and_opposition_figures_sign_reconciliation_deal.aspx/. Accessed 6 February 2023.

⁸ ILO, "Market Opportunity mapping in Somalia. A value chain analysis and rapid market assessment in Baidoa and Beledweyne," 2014, pg 17.

- Assess the current displacement situation in Baidoa and identify key issues contributing to displacement including security, political and environmental;
- Conduct profiling of IDPs and returnees, focusing on women and youth, assessing livelihoods options for IDPs and returnees, and understanding how displacement impacts coping mechanisms;
- Identify clan dynamics and social cohesion between the three target groups and how this might impact future GIZ project activities;
- Map government strategies, policies, and programmes in place for supporting IDPs and returnees;
- Map out significant international and local NGOs working on displacement, and understand their projects and approaches to addressing the displacement situation;
- Develop a typology and profile of IDPs/returnees to enable the baseline survey to accurately distinguish between recent and more historic IDPs, host community, and returnees;
- Provide recommendations for conducting the baseline survey (particularly in terms of developing a sample frame) and the overall GIZ project design and potential entry points.

3.5.2. METHODOLOGY

The study took a purely qualitative approach, which included a desk review of literature on Baidoa focusing on grey literature from NGOs and UN agencies, and fieldwork with Key Informant Interviews (KIIs) and Focus Group Discussions (FGDs) that resulted in consultation with over sixty-one individuals, government officials, and NGOs across Baidoa. The study used a purposive sampling method to identify individuals who had knowledge and expertise on the political, economic, and social dynamics as well as the IDP situation in Baidoa. The geographical scope of the study focused on urban and peri-urban (including recently settled) areas of Baidoa city. Table 1 below presents the different tools and outlines the different stakeholders the team spoke to and the type of information that was gathered.

Table 1: Research tool guide

Tool	Number	Respondents/sources	Information required
Desk review	N/A	Government institutions, INGOs, local NGOs, research institutions, think tanks, development agencies, cluster mechanisms, etc.	Baidoa district assessment, mapping of social services and infrastructure, IDP policies/strategies, humanitarian/displacement reports, demographic profiles of IDPs and returnees, maps of Baidoa.
Key informant interviews (KIIs)	13	Ministry of Interior & Local Governance, Baidoa District Authority MoPIED SWS Directorate for Durable Solutions/Urban Resilience, Ministry of Labour & Social Affairs, SWS Commission for Refugee and IDPs, INGOs/local NGOs, agencies (KfW, FCDO, UNICEF, UNHCR, IOM UNDP).	Current displacement situation, demographic profile of IDPs and returnees, government strategies, policies and programmes, HLP policies and issues, service provision, social services, social cohesion issues, resources available for IDPs, INGOs/NGO projects supporting IDPs/host and returnees, successes and challenges
Focus group discussions (FGDs)	8 FGDs with each six respondents	IDP and returnee women IDP and returnee men Host community women Host community men IDP/returnee male youth IDP/returnee female youth	Demographic profile of IDPs and returnees, where they were displaced from, their skills, job opportunities, services available to them, livelihoods and employment prospects, their future aspirations, relationship dynamics between social groups, impact of drought.

3.5.3. CHALLENGES AND LIMITATIONS

Sample size: A small sample size of 61 KIIs and FGD respondents was used for this assessment in Baidoa. As a result, the data obtained through the assessment is not statistically significant. However, the data can be used to provide valuable insights on IDP context, government support and information about social dynamics between the three project target groups.

Insecurity: It was challenging to navigate the city and have access to government officials during the reconciliation conference sessions due to the increased security and checkpoints within the city. Similarly, due to poor security, the research team did not visit the rural fringes of Baidoa. However, this should not impact the overall findings of the study.

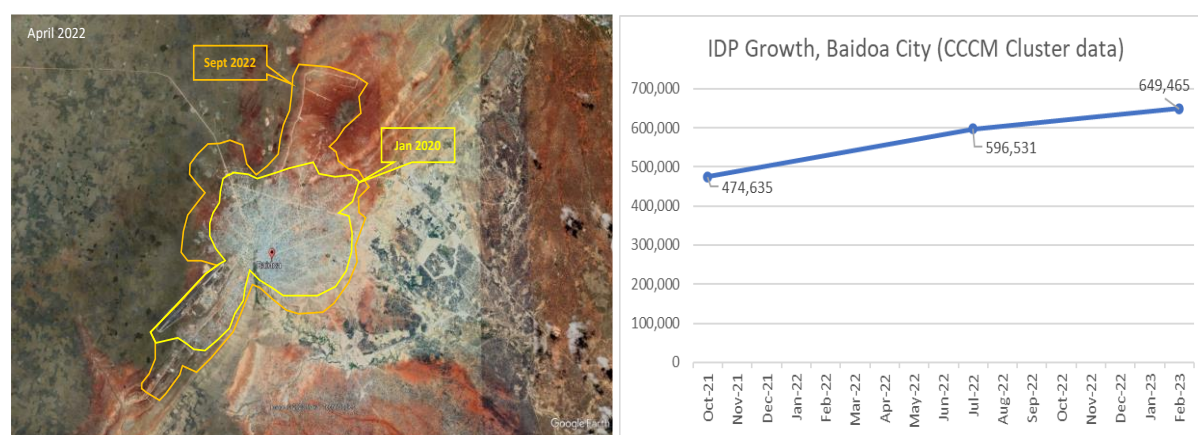
4. DISPLACEMENT FACTORS AND DYNAMICS

KEY TAKEAWAYS

- The IDP population in Baidoa city has drastically increased over the last year as result of a massive influx of displaced people from the surrounding SWS districts. The returnee population coming back to Baidoa also increased over the past six years, but their numbers are much smaller than the IDP population.
- Factors contributing to the displacement are the recent droughts in SWS, and ongoing military campaigns against AS, causing the destruction of people's livelihoods, farms, and livestock.
- IDPs in Baidoa came from surrounding districts and villages of the Southwest region. Baidoa city is perceived as a peaceful environment whereby both IDPs and returnees can access basic services and humanitarian support.
- IDPs and returnees are settling in formal and informal IDP camps. Those who settle on privately owned lands tend to face more forceful evictions. Some are settling in government land set aside for IDPs, although this land is perceived by IDPs as quite remote and poorly served.

Key Finding 1: The IDP population in Baidoa city has drastically increased over the last year due to a massive influx of displaced people from the surrounding SWS districts. CCCM cluster data indicates there were more than 175,000 IDPs who arrived in Baidoa between October 2021 and January 2023, on top of the 475,000 IDPs already there.¹ IDPs are now estimated to make up more than 55% of the Baidoa population. Returnees are much smaller in comparison with just 2,500 households supported with voluntary return by UNHCR since October 2014. Interviews with the IDP Commissioner indicated that “spontaneous” or forced returnees coming into Baidoa were rather larger, however, they integrate into the city by themselves so there is no way to accurately account for their numbers. See Figure 2.

Figure 2: The expansion of IDP population in Baidoa city.



Key Finding 2: The main reasons behind the displacement of IDPs in Baidoa are the recent droughts in SWS, and ongoing military campaigns against AS, causing the destruction of people's livelihoods, farms, and livestock. Respondents interviewed during the FGDs reported that they lost their farms and livestock during the frequent droughts over the last five years. In addition, they indicated that Al-Shabaab levied high taxes "zakat" on them by forcing them to give away every 10th animal or completely blocked them from cultivating their farms. As a result, many of these people became displaced from their homes and farms because they could no longer support themselves. Interviews with government officials indicated that more people are expected to come to Baidoa because of the conflict in Laas Anod in Somaliland, which is causing some displacement back to SWS. Similarly, there is a general expectation that a new military campaign against AS in SWS starting in March/April 2023, might create a new wave of IDPs coming into Baidoa city, placing even more pressure on the stretched city infrastructure and basic services such as water and healthcare.

"If the next rainy season is good, I will go back. My home is always better. I can make use of my farm if there is good rainfall because life in the camps is very stressful and humanitarian assistance is never enough."

FGD – Male IDP

Key Finding 3: According to interviews with government officials and FGD respondents, the majority of the IDPs came from surrounding districts in SWS such as Diinsoor, Bur hakaba, Bur Eyle, Qansexdhare and Dolow in Jubaland. These are the districts and villages that saw the worst of the effects of the droughts and insecurity or were directly placed on blockade by AS as a retaliation. For the returnees, they mainly came from refugee camps in Kenya and Ethiopia. The Chairman of the IDP Commission indicated that some returnees in Baidoa who are considered "double returnees" because they were initially settled in Dolow, Gedo region and they subsequently returned to Baidoa.

Key Finding 4: IDPs and returnees interviewed stated they settled in formal or informal camps depending on the availability of land for shelter, accessibility to humanitarian assistance and proximity to their family, friends/clan members. Proximity to family/clan members was very important to those interviewed because they felt a sense of comfort and familiarity as they navigated the challenging life of being displaced from their original homes and lives. It was noted that many of the people in specific camps tended to be from the same clan and displaced from the same districts/villages. In addition, the IDP Commission also works closely with relevant partners like the District Commissioner to decide which areas are suitable for IDPs and returnees to settle in to avoid overpopulation in the camps. IDP and returnee settlement on informal and formal lands in Baidoa follows three land tenure modalities. Some IDPs settle on private land with only an oral agreement with the landowner. This type of agreement carries considerable risk because the landowner can often evict IDPs from their land once land value increases. According to a study conducted by NRC, between 2017 and June 2021, there were 124,271 forceful evictions reported in Baidoa.⁹

A more secure option is seen where the IDP Commission and Baidoa district authorities sign a lease or "return agreement" between the IDPs/returnees and landowners that typically lasts 5-10 years. Once that period ends, the landowner gets their land back. Another option seen is when the government gives IDPs/returnees land with title deeds to facilitate their integration into Baidoa. An example is the Barwago IDP camps whereby the government in Baidoa has provided land to IDPs.

Key Finding 5: Many of the respondents reported they would return to their original homes if drought and insecurity conditions improved. Anecdotal evidence emerged from the respondents that some of the males sometimes travelled back to the farms (particularly in the rainy season) to maintain them, while the wife and children stayed behind in the IDP settlements. This has implications for the SHIR project because some of the project beneficiaries might have aspirations of returning if they have not sufficiently integrated into Baidoa, or if security improves. However, all the signs are at present that the security conditions will likely be poor for the coming few years, meaning that for the duration of the SHIR project, Baidoa is unlikely to experience significant returns.

⁹ NRC, "I want my land: you have to go. Understanding the eviction phenomenon in Baidoa," 2021, pg 13.

5. DISPLACEMENT PROFILES

KEY TAKEAWAYS

- The demographic makeup of IDPs in Baidoa city are primarily women and young children. This is not very surprising considering that women and children are the most vulnerable groups that are often displaced due to conflicts and droughts in Southwest State and Somalia.
- There is clear distinction that emerged of the typology of the three target groups that includes recent IDPs, historic IDPs, returnees (voluntary & spontaneous) and host community. Majority of the IDPs and returnees interviewed for this study reported they came to Baidoa in the last 1-3 years.
- The education levels of IDPs tend to be a lot lower than returnees and host community which impacts their ability to access formal employment and earn meaningful income.
- Most of the IDPs and returnees interviewed reported that they engaged in casual labour or small petty businesses as a means of livelihood. They all indicated that these jobs did not cover all their needs and they had to supplement with support from families and humanitarian agencies.

Key Finding 6: The demographic makeup of IDPs in Baidoa city are primarily women and young children. Recent CCCM data shows 53% of the IDPs were women while 56% of the overall population were young children under the age of 18 years.¹⁰ Anecdotal reports indicate that, in the rainy season, many men will also leave the camps temporarily to return to tend their farms, leaving a predominantly female population. This supports literature and studies showing the most vulnerable people who are displaced in Baidoa are women and children. The high prevalence of women and children in Baidoa means that any future GIZ livelihood activities will have to take in to account the specific needs of women with young children especially when it comes to household and childcare needs which takes up most of their available time.

Key Finding 7: IDPs are categorised into recent (1-5 years) or historic IDPs (more than 15 years). Most of the IDPs and returnees interviewed came to Baidoa within the last 1-3 years and need both humanitarian (live-saving) and livelihood support. Recent IDPs and historic IDPs have both been displaced by droughts and AS insecurity at different periods of time in Southwest regions. Returnees are people who were displaced outside of the country and sought refugee status in neighbouring countries. They are divided into voluntary/assisted returnees who were resettled by UNHCR from either Kenya or Ethiopia, or spontaneous/forced returnees. Host community members are Baidoa residents who were born there, or historic IDPs who integrated and either have land or intermarried locally with host community. In most cases after around 15 years, the authorities regard historic IDPs as host community, although for these IDPs, emotionally they still tend to regard themselves as IDPs.

“In terms of the age and gender of the IDPs, there are a lot more women compared to men. Female led households account for the highest number of the IDP population of the area.”

KII – SW IDP Commissioner

Key Finding 8: The level of education among IDPs was low according to respondents, with most IDPs having only Quranic or basic primary education. Both host and IDPs interviewed believed that returnees tended to be more educated than them due to the free access to education they received in the refugee camps in Ethiopia and Kenya. However, there is no formal government or INGO data available on the education levels of the three target groups that the study can corroborate with. These very low levels of formal education, along with other dynamics such as proximity to the markets (an issue for those living in Barwaqo), or clan dynamics, have an impact the IDPs/returnees’ ability to gain employment, with most of them only doing casual labour.

¹⁰ CCCM Cluster, Baidoa IDP Verification Site, February 2023.

Key Finding 9: IDP/returnee male respondents earned income by doing casual labour in construction, digging latrines for NGOs, portering for wholesale businesses, etc. IDP and returnee women tended to be engaged in small scale businesses selling vegetables, milk, running small kiosks and doing domestic work for host community. Many of the respondents reported their incomes were insufficient to meet basic needs, and they relied on support from humanitarian organisations and family to cover their needs. These findings confirm various studies and assessments conducted by ILO and UN Women that noted very limited livelihood opportunities that are available for IDPs in Baidoa district.

6. SOCIAL COHESION AND CLANS

KEY TAKEAWAYS

- Relationships between IDPs, returnees and the host community in Baidoa are generally peaceful, and there are strong socio-economic connections through clan membership, business and inter-marriages.
- The main tensions reported between the three target groups were related to access to natural resources and humanitarian services, land evictions and distrust of IDPs.
- In general, host community members tend to be economically, politically, and socially better off than IDPs and returnees. However, due to the recent droughts and economic downturn, there are increasing number of host community members who have become poorer and vulnerable than some IDPs/returnees.
- Access to resources including project benefits is likely to create more communal tensions between the three target groups. It is important that GIZ project is implemented in an inclusive manner that maintains social cohesion.

Key Finding 10: No major conflicts were reported between IDPs, host community and returnees in Baidoa. The groups share the same religion and language, and generally belong to the same clan branches, which contributes to a generally peaceful co-existence and better social integration compared to other places such as Garawe. Despite these shared common traits, there are a lot of underlying tensions that might come to the surface if not addressed.

Key Finding 11: Some of the issues and tensions reported were competition over resources such as water points and a reported host community tendency to register as IDPs to get humanitarian support. Movement of a huge number of people into Baidoa in such a short period is bringing significant pressures on basic services such as drinking water, which is affecting everyone in Baidoa. In addition, each group has a perception of the other are economically and socially better off than they are. Host community members see IDPs/returnees as getting a lot of benefits and support from INGOs. On the other hand, IDPs/returnees see host members as more economically well off and powerful. Returnee respondents noted that IDPs in their communities sometimes consider them like host community because they perceive them to have more skills and resources than IDPs. Host members frequently evict IDPs and returnees from their land. Many of the IDPs and returnees interviewed indicated that they were evicted or had moved several times prior to their settling in their current camps, or they have family or friends who experienced similar situation. The issue of forceful evictions of IDPs and returnees is so common in Baidoa that the government has had to mediate with landowners, encouraging them to offer agreements for a set number of years. Finally, host community

"I sometimes get casual labour around the neighbourhood, like digging latrines, transporting heavy things, or any other casual work I can get. Before I returned to Baidoa, I worked in farms arounds the banks of the rivers in Ethiopia, so my farming skills are very good."

FGD – Male returnee

"I sell vegetables such as onions and lemons in Baidoa market. I receive only a small amount that cannot cover all the needs of my family."

FGD - Female IDP

members tend to blame IDPs for insecurity in the city, and sometimes accuse IDPs of being AS members or sympathisers. GIZ colleagues noted a case with NRC in recent months where two opposing clans were had been displaced into camps either side of a dirt road, and NRC had tried to build a school on one side, for the benefit of both communities. The two clans were so strongly opposed to each other, the school could not be completed. This gives a sense of underlying tensions which, if not properly managed, could disrupt implementation or even precipitate conflict.

Key Finding 12: There are obvious economic and political power differences between the three target groups, and there is no specific political representation for IDPs or returnees. The host community are politically and economically more powerful, with more representation in government and major economic industries. IDPs and returnees do not have same opportunities and they are engaged mainly as consumers and as a source of cheap labour for the host community. In terms of political participation, although politics is shared according with the 4.5 clan formula, and there are Baidoa politicians representing the clans of IDPs, returnees and host members in the SWS government, the study did not find any specific political representatives for IDPs and returnee groups. Although host community members are generally socially and economically better off than their IDP and returnee counterparts, there are still plenty of host community members who are poor. Many host members interviewed in this study were vulnerable and even poorer than IDPs. There are many indications that vulnerable host community members are often excluded from receiving aid allocated for host members and they often do not have agencies advocating on their behalf for their needs.

Key Finding 13: Maintaining social cohesion between the three groups will be important for the successful implementation of the GIZ project in Baidoa. To avoid doing harm and creating divisions, it is important that GIZ selects its beneficiaries and implements activities in a transparent and inclusive manner without elite and clan capture. There are several mechanisms that can be used to try and ensure this when it comes to selection of beneficiaries. The first is through the Community Umbrella System, which is a system of formal committees that have representatives from government, IDPs, returnees, host community, women, youths, and community elders, which provides an oversight during the selection of beneficiaries. These systems have been used by other organisations including ILO/KfW infrastructure project in Baidoa. In addition, the GIZ team also proposed using the CCCM Clusters and involving community elders to identify the correct beneficiary targets and the priority areas for activities.

7. GENDER EQUALITY AND SOCIAL INCLUSION (GESI)

KEY TAKEAWAYS

- Most of the IDP camps in Baidoa have committees that have women represented as members or chairpersons. These committees are tasked with the day-to-day running of the camps and resolving conflicts.
- Women and youth IDPs makeup the largest numbers of those displaced in Baidoa and they face numerous challenges that impact them as most vulnerable groups. Poor urban host community women are also in a similar situation as women IDPs.
- There were not many SGBV cases reported in the camps visited during the study. However, literature about SGBV cases in Baidoa show that cases are increasing as drought conditions worsen and more women are displaced from their homes and social networks.

Key Finding 14: Over 600 IDP camps in Baidoa have a camp management committee in place. Each camp management committee consists of a Chairperson, Deputy Chairperson, and a selection of members. There is a general rule that if the camp chairperson is man, then the deputy position is given to a woman, and vice versa. Some of the camps also have two secretaries consisting of a man and a woman. The number of committee members varies depending on agreements between camp members. The camps also often have women, elders, and youth groups. The main responsibilities of the camp management committees are to resolve disputes between camp residents or between camp residents and the Chairperson, Deputy Chairperson, or a member of camp management committee.

“The relationship is good; we work for the host community, and they also give us Sadaqa (Islamic charity) when we go to the town looking something to eat and drink. The negative part is that some of the host communities bribe their way to the IDPs when there is humanitarian assistance, and the right people will miss out”

KII – IDP Community Elder

“No employment opportunities exist in the camps, some of the IDPs work in the construction sites and through that they get daily wages, and the women also wash clothes for the host communities for a small fee.”

KII – IDP Community Elder

Key Finding 15: The majority of the IDP population in Baidoa are women, children, and young people. According to interviews with the IDP Commissioner, women account for the highest number of the IDP population in the Baidoa area. IDP women face many challenges including lack of water, lack of streetlights, lack of secure sanitation facilities, unemployment, lack of skills, discrimination, nepotism, lack of social connections and networks, and mistrust of the host community. Since the GIZ project will focus more on women and youth, it is important that GESI considerations are considered during the project’s design stages. Unemployment is high among IDP women and youth due to lack of available jobs and poor skills. IDP youths face an even harder time finding a job, since there is a stigma of being members or supporters of AS. Of those who earn income, most work in very low paying jobs including domestic work such as cleaning and washing clothes for the host community, collecting firewood from remote places, and selling small items in the market, which poses security risk to women and girls.

Key Finding 16: The urban poor host community women are in the same situation as IDPs. In many instances, they are more vulnerable than the IDP women, since most of them do not get humanitarian aid from INGOs. When they do get some humanitarian assistance, it comes through government authorities. The host community lacks the formal structures and committees that advocate for IDP issues and needs (described above). Some of these urban poor of the host community and IDP women highlighted injustice, nepotism, and corruption by gatekeepers, the government, and organizations regarding the distribution of food and resources.

Key Finding 17: No SGBV cases were reported to the research team in any of the three IDP camps in Tawfik area where the pilot project is being implemented. This was attributed by the community to the camps’ proximity to a police station. However, literature reviewed reveals that sexual abuse and exploitation including rapes is on the rise in Baidoa, and has been linked to the worsening drought bringing large numbers of people into close proximity.¹¹ In general, women and girls living IDP camps and informal settlement are at risk of being abused by both host community members and other IDPs. Host community members reported some rape cases, but due to the shame associated with it, few cases are reported, which are mostly handled through traditional elders. Some respondents linked the most serious SGBV cases with the SNA who occasionally move through the urban area. Sometimes families are harassed to keep quiet by the authorities when the perpetrators bribe law enforcement.

¹¹ UNHCR/ Joel Gallardo. (September 2022). Somalia Protection Analysis Update. Accessed at https://www.globalprotectioncluster.org/sites/default/files/2022-10/somalia_protection_analysis_update_sept_2022_v3.pdf

8. ROLE OF THE GOVERNMENT

KEY TAKEAWAYS

- Baidoa district has several designated government institutions that oversee matters relating to IDPs and returnees. The most significant is the IDP Commission, funded by UNHCR.
- The government provides some practical support to IDPs and returnees, although their resources are tiny in comparison with international agencies. The most important support the government offers is a sense of coordination of humanitarian support, guidance for targeting, mediation with landowners to minimise evictions, and land provision in extreme eviction cases.
- The federal level National Policy on Refugee, Returnees and Internally Displaced Persons, and the National Eviction Guidelines adopted in 2019 are the primary policies underpinning all services and support provided to IDPs and returnees—although in most cases these policies remain aspirational rather than guiding what happens on the ground.
- The government also has in place, in theory, district level plans and strategies.

Key Finding 18: The main government entities that are responsible for IDP/returnee matters in Baidoa include Ministry of Interior and Local Governance, the Baidoa District Authority, the Ministry of Planning (MoPIED), the Directorate for Durable Solutions and Urban Resilience (DDS/UR), and the Commission for Refugees and IDPs, which is entirely funded by UNHCR. The most significant and active appears to be the IDP Commission. Other relevant ministries include the Ministry of Humanitarian Assistance, Ministry of Health, Ministry of Education, and Ministry of Labour and Social Affairs (MoLSA), which support IDPs channelling funds from NGOs/INGOs. According to interviews with MoLSA, the ministry's main role seems to be associating with the TVET centre funded by USAID/MercyCorps, of which 80% of beneficiaries are IDPs.

Key Finding 19: The government supports IDPs/returnees by registering IDPs (with UNHCR), providing security, protection, infrastructure, advocacy, and coordination of humanitarian support, and mediates with landowners to reduce evictions. Baidoa municipality has also given a tranche of permanent land for IDPs and returnees in Barwaqo as part of durable solutions efforts. The government provided permanent land for shelter and social amenities for 2009 IDP and returnee households who were at risk of eviction in 2019 and 2022. The settlement is 15km² located in the north-east of Baidoa, and is an old army base near Hanano 2 area. However, the study found that many of these IDPs (estimated at 20%) left this settlement and returned to their original settlements, due to its distance from the city and lack of water. KfW/ILO is currently constructing roads that might help to improve connectivity of the area to the city.

Key Finding 20: The main policies and strategies guiding SWS efforts supporting IDPs/returnees are the federal level National Policy on Refugee, Returnees and Internally Displaced Persons, and the National Eviction Guidelines adopted in 2019, as well as state-level and district development plans. According to interviews with several government officials, many of them indicated these policies are implemented at regional and district levels and most of the relevant stakeholders are aware of them. However, facts on the ground show that these high-level strategies and plans remain aspirational. The number of IDPs coming into the city is stretching the government's already very limited resources. The Mayor stated that humanitarian assistance is vital, but he also emphasized the need to implement resilience programs that ensure IDPs and returnees are integrated with the host communities by empowering them through job and business creation—which is aligned with the overall objectives of the GIZ project in Baidoa.

“There is national policy on refugees and returnees that was established three years ago. It is a centralized policy that is used by both the FMS and FGS. The policy considers the needs of both genders equally and provides basic services for all.”

KII – DG, Ministry of Interior & Local Governance

9. ACTORS AND INTERVENTIONS

KEY TAKEAWAYS

- There is a wide range of INGOs, NGOs and local charitable organisations present in Baidoa assisting vulnerable communities including IDPs, returnees and host community. There is strong coordination within the sector and with government.
- These organisations provide support in most humanitarian areas, and some development areas too: WASH, health and nutrition programs, food and livelihoods, shelter, education and TVET programmes that create jobs for vulnerable groups. GIZ is relatively unique in seeking to improve resilience and focus on improving employment opportunities.
- The INGOs/NGOs support on offer in Baidoa falls far short of meeting all the needs of the displaced communities in Baidoa, and humanitarian budgets have shrunk in recent years despite the significant population increase.

Key Finding 21: There is a wide range of NGO/INGO actors present in Baidoa supporting IDPs, returnees, and to a much lesser extent, the host community. Some of the organisations implementing humanitarian and development projects in Baidoa include (and this is a list of the most significant only): UNHCR, IOM, NRC, DRC, World Vision, IMC, KfW/ILO, World Bank, Save the Children, Gredo, ICRC, FCA, Concern Worldwide, ACTED, Mercy Corps, Islamic Relief, READO and UNICEF. GIRD, GIZ's new implementing partner, is a new arrival into Baidoa. Arab countries also are reported to periodically provide food and cash aid, typically around religious festivals, but do not engage in more systematic aid and development initiatives. INGOs/NGOs coordinate with both government and with one another through the typical cluster system.

"The support available is never enough because the number of IDPs are too many and the assistance given covers just emergency needs and it does not even reach all."

KII – World Vision staff

Key Finding 22: Interventions supporting IDPs, returnees and host community include protection, shelter, food security and livelihoods, health and nutrition, education, income support, cash for work activities, vocational skills and startup capital and kits for businesses. Our research identified several interesting donor-led and private interventions in the table below. GIZ is relatively unique in seeking to improve resilience and focus on improving employment opportunities.

Table 2: Noteworthy aid and development projects implemented in Baidoa

Organisations	Interventions
USAID/MercyCorps/Save the Children DRC	TVET centre teaching bricklaying, carpentry, electricity, tie-dye, IT skills. 80% IDPs, 20% host Conditional cash transfers, farming inputs, construction of latrines, hygiene promotion, shelter
NRC	Food Security and Livelihood, WASH, information counselling and legal assistance, shelter & education NRC Farm: Producing vegetables, salad crops. Built shelters for 1,000 IDPs in Bonkai settlement
Amoud Foundation UNHCR	Regular aid distributions for vulnerable IDPs, returnees and hosts Most vulnerable programme: 500 HHs (to be selected through vulnerability questionnaire) to be supported by UCT, solar lamps, jerrycans, etc. Third round of vulnerability survey to be conducted after Ramadan in April 2023
World Vision World Bank SURP2 KfW/ILO	Emergency/resiliency projects for vulnerable IDPs, returnees and hosts Infrastructure of main roads in the city centre, plus cash for work Roads connecting the IDP settlements to Baidoa city, plus cash for work
Diaspora investment business	Australian-Somali diaspora: 4 recent investments with Baidoa in farming, stone crushing, bricks, gym. Unfortunately, the farm is currently not operational due to the drought and lack of water.

Key Finding 23: Despite the array of projects being implemented in Baidoa, respondents interviewed from government and NGO/INGOs reported it is becoming difficult to support IDPs, returnees and vulnerable host community due to the magnitude of people needing assistance (over half a million IDPs and increasing), and reduced donor funding. It is critical that GIZ engages with and de-conflicts with the most significant organisations to avoid duplication and to create a project that has greater impact on the lives of the three target groups.

10. LABOUR DEMAND DYNAMICS

KEY TAKEAWAYS

- There are several noteworthy private and public employers in Baidoa that provide employment opportunities. However, their ability to absorb even small number of new employees is very limited: at best, the top firms in Baidoa will collectively only be seeking to recruit perhaps 50-100 positions in 2023. Baidoa is a small, constrained market with limited growth opportunities.
- The IDPs and returnees interviewed for the study reported that they did not have the necessary skills and qualification to gain formal employment. The vocational skills they requested were diverse but there is no data that there is a strong market demand for them.
- The main barriers IDPs and returnees face in accessing employment are that there is low demand for labour, and they are often isolated from the main Baidoa city (e.g., those in Barwaqo), and they lack important social connections needed to obtain jobs.
- However, in depth interviews with government officials showed there are potential business sectors that could provide meaningful employment opportunities for the three target groups, particularly in construction, construction materials, and agriculture, and recycling.

Key Finding 24: There is a small but active private sector in Baidoa, dominated by service provision (water, electricity, finance, telecommunication) and retail (import/export, logistics). The top private sector actors in Baidoa are two construction companies, two telecommunication companies (Hormuud and Somtel), an array of micro agriculture/livestock businesses, hospitality industries, transportation (*bajaaj* or rickshaw), money transfer institutions and banks, and utility companies (one or two companies providing electricity and water). NGOs are a major employer. Government institutions also provide some employment opportunities, in particular Ministry of Health and Ministry of Education who recruit large numbers of nurses, female health workers, teachers, etc., nearly all funded by the international community. However, even large companies by Baidoa standards are small; the largest employer utility company 'Beco' has around 50 staff—so recruitment opportunities are limited for IDPs, returnees and even for host communities who lack social and clan connections.

Key Finding 25: IDPs and returnees for the most part lack the necessary skills and education to engage in the formal employment sector. Some of the skills male respondents wanted to learn include improved modern farming techniques, farm equipment repair, car/*bajaaj* mechanics, electrical installation/technician, construction, plumbing and driving skills. Women discussed skills in business, farming, salon/henna, tailoring, and tie and dye, as well as literacy and numeracy. Female and male youths had similar skills aspirations as their adult counterparts. The majority of the respondents interviewed believed that these skills would be demanded in the Baidoa employment market; other respondents were much more sceptical about the real market value of more henna and tie and dye courses for women in a context where most IDPs, returnee and host community women have almost no spending power. A lot of international community focus to date has been put on building the vocational skills of IDPs and returnees and providing them with startup kits and capital to improve their entrepreneurial skills and start businesses. There are four main TVET centres in Baidoa which include Gredu TVET, Mercy Corps/DRC/NRC/World Vision Centre, Bay Women's Centre and the Southwest TVET Centre. Some of the vocational skills offered at these centres include SMEs/business development training, literacy and numeracy, more tie and dye, tailoring, cooking, beauty/salon, electricity, plumbing, carpentry, mechanical and computer/IT skills.

“The challenges we are facing also are because of lack of trust for IDPs. We are less trusted to be given jobs because we are displaced, and no one knows us.”

FGD – IDP woman

“Yes, the host community has more education, better skills and connections compared to the IDPs and returnees.”

KII – Minister of Labour & Social Labour

Key Finding 26: Interviews with officials indicates that the vocational skills that the IDPs, returnees and host community members raise may not have a significant market demand. Both the MoLSA Director General and the Mayor emphasised the need to open new sectors, and create more job opportunities in the agriculture and agribusiness sectors, to improve the livelihoods of all the three target groups through job creation, import replacement, and food security. This may require donors to start engaging with ‘non-traditional’ actors such as diaspora investors, which have the capital, connections, and risk appetite to open new enterprises. Many KIIs referred to Baidoa’s historic legacy as the ‘bread basket’ of Somalia and lamented the poor state of its agricultural and agri-business sectors. Some KIIs highlighted opportunities in construction and light industrial sectors. The table below indicates different sectors that could provide employment opportunities for the three target groups.

Table 3: Potential entry points for the GIZ project

Agriculture	Agribusiness	Construction	Light Industry
<ul style="list-style-type: none"> • Salad production – tomatoes, peppers • Cereal production – sesame, groundnut • Fruit and veg production – carrot, watermelon • Urban farming/ kitchen gardens • Poultry-keeping 	<ul style="list-style-type: none"> • Edible oil production e.g., sesame or groundnut oils • Tomato paste production • Dried fruits • Fruit juice • Solar-powered drip-irrigation 	<ul style="list-style-type: none"> • Electrical installation • Bricklaying • Solar panels 	<ul style="list-style-type: none"> • Welding, metal-work • Vehicle repair • Quarrying and crushing of stones • Mattress production • Soap making • PET bottle recycling • Air conditioner repair

11. CONCLUSIONS AND CONSIDERATIONS

- The IDP population in Baidoa city has drastically increased over the last year as result of a massive influx of displaced people from the surrounding SWS districts. The returnee population coming back to Baidoa has also increased over the past six years, but their numbers are much smaller than the IDP population. The main factors contributing to the displacement are the recent droughts in SWS, and ongoing military campaigns against AS, causing the destruction of people’s livelihoods, farms, and livestock. Many of the IDPs aspire to go back to their original homes and farms.
- Most IDPs and returnees are still experiencing a humanitarian crisis, and need life-saving support, as well as livelihood support. As a result, there are many INGOs, NGOs and local organisations present in Baidoa assisting vulnerable communities including IDPs, returnees and host community. There is strong coordination within the sector and with government, although the government has very little resource, and is massively stretched.
- Relationships between IDPs, returnees and host community in Baidoa are generally peaceful and there are strong socio-economic connections through clan membership, business, and inter-marriages. Baidoa city is perceived as a peaceful environment whereby both IDPs and returnees can access basic services and humanitarian support, although tensions over access to resources and humanitarian aid simmer below the surface.

- The main issues and tensions reported between the three target groups were related to access to natural resources and humanitarian services, land evictions and distrust of IDPs. The Baidoa government seems committed to identifying durable solutions that will better integrate IDPs and returnees at the local level including implementation of relevant policies, allocation of land and infrastructure support.
- Most of the IDP camps in Baidoa have committees that have women represented as members or chairpersons. These committees are tasked with the day-to-day running of the camps and resolving conflicts. Women and youth IDPs make up the largest numbers of those displaced in Baidoa and they face numerous challenges that impact them as most vulnerable groups. The poor urban host community women are also in a similar situation as women IDPs.
- There are several private and public actors present in Baidoa that provide employment opportunities for the best educated and best connected. However, their ability to absorb large number of people is very limited. The international community will have to work with the local authorities, diaspora, and the private sector to open whole new sectors in the economy, such as agriculture, agri-business, and light industry, in order to provide substantive opportunities.
- The main barriers IDPs and returnees face in accessing employment are that they are often isolated from the centre of Baidoa city, and they lack important social connections needed to obtain jobs. IDPs, returnees and host members are keen to receive vocational skills in different sectors where there is market demand.

Based on the findings of this assessment, Altai proposes some considerations for GIZ team as the SHIR project moves into implementation phase:

- Ensure SHIR is implemented in a conflict sensitive and inclusive manner to avoid creating further tensions over access to international aid. The cluster system and the Community Umbrella System should be used to identify and select project beneficiaries in a transparent manner. GIZ should consider also engaging with IDP Commission to continue social cohesion initiatives aimed at improving relationship and trust between IDPs, returnees and host communities.
- Recently arrived IDPs tend to move frequently in their first months of arrival into Baidoa. For livelihood activities, GIZ should target beneficiaries who are in a more stable situation, or historic IDPs, to minimise drop-out. In addition, activities need to be implemented within IDP settlements that are close to the city to ensure the area is secure and accessible.
- Since the majority of IDPs are women and youths (particularly in the rainy season when men return to the fields), vocational skills development and livelihood support should be tailored specifically to their needs in particular working around child-care needs and the need to work to earn an income. GESI strategies and plans should be included at all levels of project design, implementation, and monitoring. In addition, vocational skills provided ought to be transferrable to other locations, should project beneficiaries decide to relocate back to their homes.
- There are many stakeholders already supporting IDP populations. SHIR should engage with them to avoid duplication and ensure project creates most impact.
- After talking to various government officials on what could work best in the Baidoa context, several sectors including agriculture, agribusiness, construction, and light industries were identified as possible entry points for GIZ to consider. Diaspora are an interesting and largely untapped resource that could potentially lever donor funding in creative ways. There are some interesting examples of creative interventions (e.g., ZamZam farm, NRC farm) that are worth examining further to see if these could be sustainably scaled and integrated with other SHIR activities e.g., literacy/numeracy training, or entrepreneurship training.