

Somalia Shelter Cluster Strategy 2019



Overall, 2.6 million people have been internally displaced by armed conflict, insecurity and/or drought. 80 per cent of them are living in urban areas. The significant increase of the population in urban centres has intensified pressure on the already limited services, such as health, education and housing.



Executive Summary

People in Somalia are facing the compounded impacts of a multi-layered and protracted humanitarian crisis: widespread conflict and inter-clan violence as well as climatic shocks (droughts, floods, cyclones) has led to chronic and high levels of vulnerability, especially of 2.6 million internally displaced people.

The number of individuals suffering internal displacements continue to rise yearly. The vast majority of the displaced people of Somalia are facing protracted displacement crisis. Furthermore, new displacements are taking place daily, where a large proportion are secondary displacements due to evictions.

Internal displacement is the key driver of humanitarian shelter/NFI needs in Somalia. The IDPs are currently residing in urban and peri-urban informal crowded settlements, with insufficient access to basic services and poor shelter conditions that raise protection and health concerns. They remain in need of Shelter and NFIs support for protection from harsh climatic conditions, overall improvements to their living conditions and improvement to their chances to access livelihoods and durable solutions.

Humanitarian context

The humanitarian crisis in Somalia is among the most complex and long-standing in the world. Armed conflict and widespread violence, as well as recurrent climatic shocks, perpetuate high levels of humanitarian needs and protection concerns.

The humanitarian situation in 2019 remains fragile and prone to climatic shocks. In total, an estimated 4.2 million people, one third of the total population in Somalia, require humanitarian assistance and protection.

The most vulnerable groups, who are exposed to the highest risks and are consistently socially excluded, include women, children, the elderly, child- and female-headed households, the physically and mentally disabled, people living in conflict zones, and marginalised clans and other groups. Such groups are not mutually exclusive, compounding the vulnerability of those who belong to more than one. Displaced women, children and members of marginalised clans are especially vulnerable due to family separations and/or the absence of community networks.

There are over 2,000 IDP settlements across all 18 regions of Somalia, with most IDPs living in Lower Shabelle and Banadir (497,000 people) as well as Bay region (272,000 people). Conflict or fear of conflict is the main reason for recent internal displacements in Somalia, accounting for 33 per cent of the movements. Drought (22 per cent), lack of livelihood opportunities (16 per cent), and evictions (5 per cent) are the other three main drivers of displacement.

Multiple population movement cycles since 1991 characterize the complex and protracted situation. At least 45 per cent of IDPs have been displaced for longer than five years, 42 per cent for one to three years and 13 per cent for less than one year. In the 2018 JMCNA assessment, 90 per cent of the IDPs interviewed indicated that they intend to remain in their current location, and integrate locally, rather than return to their area of origin.

The rising trend of forced evictions, influenced by the increasing urban population density, growing property prices and a lack of tenure security or regulatory frameworks, constitutes a significant and prevalent protection threat for IDPs and poor urban families. IDPs are exposed to a higher risk of forced evictions as a result of exposure to unequal power dynamics and exploitative

relationships with land owners, through informal settlement managers (frequently called gatekeepers).

In 2018, over 300,000 persons were evicted throughout Somalia, representing a 40 per cent increase compared to the same period in 2017.

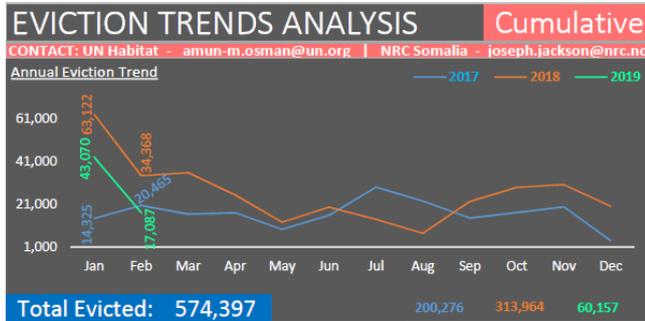


Figure 1: Eviction trends from Jan 2017 to Feb 2019

Access to markets and basic social services remains essential to IDPs, returnees and host communities in order to have access to livelihoods, live under dignified conditions and eventual sustainable solutions that promote self-reliance, including shelter. Availability and access to shelter materials supplies is affected by challenges to transportation of supplies to hard-to-reach areas, conflict and poor or limited infrastructure.

Early and timely humanitarian assistance coupled with substantial investments in sustainable solutions and resilience building efforts are critical to mitigating the risk of recurrent shocks, which will in turn reduces humanitarian needs in Somalia.

Humanitarian Needs Overview

About 2.3 million people will require shelter and non-food items assistance in 2019. Internal displacement is the key driver of humanitarian shelter need. The shelter needs of the affected population depend on the duration of displacement and the nature of the tenure of the land where they reside. Notably, populations displaced by natural disaster and conflict exhibit similar shelter needs. The need for emergency shelter will remain high among newly displaced IDPs in informal settlements, as they lack alternative shelter materials and options to help restore a minimal sense of dignity and protection against exposure to the elements and to mitigate health risks. IDPs also require plastic sheeting, plastic mats, jerry cans, blankets and cooking sets.

IDPs living in informal settlements are faced with extremely poor and overcrowded living conditions and limited access to water, food, protection and other basic services.

Informal sites are often very basic forms of settlements where displaced and poor host communities live in the open or in rudimentary makeshift shelters that are not

appropriate for long-term settlement and that have a limited lifespan given the harsh climatic conditions.



Figure 2: A typical IDP settlement in Somalia

In addition, some IDPs also live in abandoned (mainly public) buildings. The sites often have weak tenure security arrangements, with inhabitants under varying fears of eviction, and a high risk of further displacement. Due to a weak protective environment, informal settlements present opportunities for exploitation of inhabitants by the informal settlement managers, land owners and the surrounding host communities. Various assessments across Somalia indicate shelter to be the third top priority of need among the newly displaced IDPs, the other priority needs being food and water.

According to the report of a Joint Multi-Cluster Needs Assessment (JMCNA) conducted by REACH:

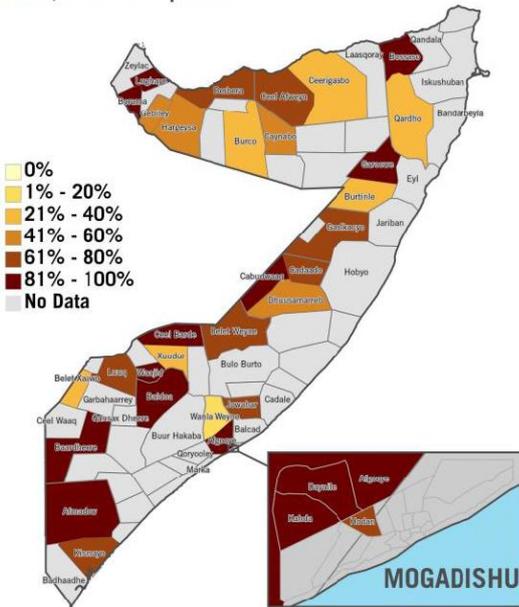
Seventy-seven percent (77%) of IDP reported living in emergency, temporary, or poor quality semi-permanent shelters, or in the open air¹¹³. Poor quality semi-permanent shelters refer to buuls (a traditional Somali shelter) which are just covered with vegetation, temporary shelters can be tents and similar structures, whilst the term emergency shelters refers those made of plastic sheets, tarps, poles, and emergency shelter kits. These three categories of structures offer limited defence against environmental elements and leave inhabitants vulnerable to a variety of protection concerns. Potentially at most risk in this regard were IDPs in the Waajid district of Bakool, which had the highest proportion of households reporting that they live in the open air (14%). Emergency shelters were particularly common for IDP households in Nugaal (55%) and Bay (30%). Significantly high proportions of households reported living in emergency shelters in Banadir for both IDP households (33%) and non-displaced (23%) households.

Three-quarters (75%) of all households reported that their shelter had been damaged in the 90 days prior to the assessment, with elevated rates in flood- and cyclone-affected regions. High

proportions of IDP households reported damage to their shelters in the three months prior to the assessment in Bay (88%), Hiraan (87%), and Togdheer (87%).

The proportions of IDP households which were lacking all useable NFIs were highest in Hiraan (21%) and Mudug (19%) regions. Flood-affected districts had some of the highest rates of households with no usable NFIs.

Map 1: Proportion of IDP households reporting living in emergency, temporary, or poor quality semi-permanent shelter, or in the open air



A safety audit of IDP settlements undertaken by UNICEF in collaboration with 11 other Partners in south central Somalia covering the regions of Banadir, Bay and Gedo, targeting 47 IDP sites in 7 districts between 28th October and 10th December 2018, revealed that: 76.6% of shelters assessed are not built with solid materials but are made up of temporary materials like plastic sheets or old clothes. The shelters are made of ropes, used plastic sheets, dump clothes and sticks. 59.5 % of accessed shelters lack secure doors with locks.

84.44% of shelters assessed are housing more than six people. Some house-hold were found to be sheltering more than 12 people who included visitors and relatives who have no place to stay. Also, 68.89% of shelters were found to have multiple families sharing the same space.

Similarly, 85% of the respondents reported that their shelters lack private sleeping areas.

Reports of breakages, breaches or thefts were reported by 55.81% of respondent interviewed. The breakages are reported to be happening mostly during the day when most people are out working but was reported to be more

Accordingly, the findings of the above assessments/ studies/ reports and observations by several cluster members indicate that most shelters found in the settlements do not

meet the sphere minimum standards of space size, cover and privacy. Thus, the shelters do not provide sufficient protection from harmful elements and physical safety and security; nor do they ensure sufficient privacy and dignity for the girls, women, boys and men living in them. This also increases the risks of SGBV especially for girls and women, already reported to be highest in IDP settlements. Newly displaced IDPs are in immediate need of life-saving emergency/temporary shelters and NFIs, whereas protracted IDPs continue to be in need of more sustainable assistance and support for durable solutions. Sustainable local reintegration and return possibilities may be complimented through provision of sustainable transitional or permanent shelter solutions.

Overcrowded settlements are in need of support towards decongestion, along with the possibility to reduce the risks of fire and spread of easily communicable diseases. Sustainable solutions in regards to IDP settlements are difficult to realise without addressing the problematic issue of housing, land and property (HLP) rights. IDPs are often subject to arbitrary evictions due to unpredictable security of tenure. As most of the land where IDPs are settled is privately or communally owned, informal agreements are common between the land owners and residents. In many cases, the agreements tend to be exploitative against the IDPs, requiring that renters or leaseholders pay for the use of the land, on many occasions paid for with part of the humanitarian assistance provided.

Response Planning – HRP 2019

Response Strategy. In 2019, the Shelter Cluster will put emphasis on improving accountability and quality of Shelter/NFI assistance to affected populations. The Cluster will primarily continue to support crisis and displacement affected populations, along with their host communities, through provision of lifesaving **emergency shelter and NFIs**.



Figure 3: NFI distribution exercise

Shelter Cluster Standard Non Food Items (NFIs) contents							
S.No.	Item Category	Description	Specifications	Unit of measure	Qty	Unit Price (USD)	Amount (USD)
1	Plastic sheet	Reinforced Plastic Tarpaulins	Core material is woven fabric - high density polyethylene (HDPE) laminated in white with LDPE. Provided with reinforced eyelets on edges	4m x 5m	1	18	18
2	Blanket	Woven dry raised blanket	Woven, low thermal resistance blanket, dry raised. Min 30% wool virgin or reconditioned – 1.5 Kg / blanket	150 x 200 cm	3	5	15
3	Sleeping mat	Synthetic sleeping mats	Waterproof, tear proof and material trim- finished - 0.500 Kg / SQM Minimum which means that at this size, total weight is 2.43 Kg	2.7m x 1.8m	2	10	20
4	Kitchen sets	Type B	2 aluminium cooking pots with lids (7 & 5 litre), 5 deep SS plates, diameter 25 cm or 5 bowls, diameter 18 cm, 5 SS cups, volume 0.3 L, 5 SS table-spoons, 1 SS kitchen knife, 15 cm SS blade, serving spoon & Kettle	Each	1	27	27
5	Mosquito net		Double one	Each	1	8.00	8
6	Solar lamp (torch)			1	1	7.00	7
7	Jerry cans	10 litres	Manufactured from food grade LDPE. Suitable for drinking water with built-in handle.	Each	2	2.50	5
Total cost for 1 kit (USD)							100

Support will also be provided for transitional and permanent shelter solutions that are attendant to the nature and phase of displacement (protracted, local integration or return) as well as prevailing security of tenure. NFIs replenishments will be considered for in-need IDPs in protracted displacement situation, informed by needs assessments.

The speed of response has been in the past a major setback in shelter/NFI response to emergencies. To address this, the cluster will from 2019 onwards improve the timeliness of emergency response by establishing a pipeline system. A standard emergency assistance package has already been agreed on, and these will be prepositioned in strategic locations as contingency in case of an emergency.

IOM light SNFI emergency kit	
Item	Quantity
plastic sheet	1
nylon roll	1
kitchen set	1
blankets	2
mosquito net	2
sleeping mats	2
collapsible jerry cans	1
transport	1

Depending on resource availability and capacity, partners will prioritize the most vulnerable groups that include single-headed households, households with pregnant and lactating mothers, children under five years, the sick and elderly. Targeting of settlements and selection of beneficiaries will especially look out for, and work to include marginalized and discriminated communities by, inter alia, including them in the beneficiary (or settlements') representation committee that makes decisions on behalf of beneficiaries.



Figure 4: Emergency shelters erected in Afgoye corridor

IDPs in protracted situations will be provided assistance to improve, repair or upgrade their shelter and settlements' living conditions, through provision of support for transitional shelter solutions and settlement (re-) planning, especially those that suffer from overcrowding and which face the risk of fire and disease outbreaks. The transitional solutions offered are dependent on a reasonable, medium-term security of tenure. The Shelter Cluster will work closely with the CCCM Cluster and other clusters to improve settlement planning, management / governance and service delivery. To this extent, cluster partners will be expected to support and complement the CCCM led DSA with physical mapping of settlement infrastructure.



Figure 5: Transitional Shelters in Baidoa

IDPs who opt to integrate or return to areas of origin will be provided material, financial and technical assistance to support realization of durable solutions. Where appropriate, this may include support for permanent shelter interventions (new construction, repairs, improvements or upgrades), complete with support for long-term land tenure agreements. The cluster will undertake a permanent shelter standardization process where partners in each region will agree on standard shelter designs that are cost-effective, culturally acceptable, and suited to the prevailing climatic conditions. Linkages will be established with development partners to create complementarities.



Figure 6: Permanent shelters constructed in Kismayo

To the extent possible, shelter interventions will encourage and promote the use of locally harvested materials and skills, provided they do not cause adverse effects on the local environment. Local suppliers, familiar materials and skills will be prioritized to support local markets and reduce the cost of imported materials.

The Cluster will put emphasis on providing sustainable shelter solutions. This implies that all shelter permanent shelter responses should take an **integrated approach**: partners should ensure that beneficiaries have access to basic services (water, health services, schools, roads, markets, protection etc.).

Owner-driven approaches to shelter implementation will be preferred to third-party implementation. Under this arrangement, beneficiaries will be central to the implementation process, and will be provided financial (and or material) and technical support to enable them develop own shelters. Beneficiaries will be responsible for purchasing, or collection of materials (in case of voucher redemptions), supervision and monitoring of the shelter erection process, with technical supervision and monitoring support from partner's technical personnel. Additional care and support will be availed to households that suffer from lack of capacity to oversee their shelter constructions. Partners will also mobilize communities to provide the additional support needed by such groups, with care taken to ensure that such arrangements do not lead to exploitation of the vulnerable.

With evictions and **HLP** (Housing, Land and Property) concerns continuing to be major impediments to sustainable shelter provision in IDP sites, as well as being the cause for secondary displacements, the cluster will work closely with the Protection HLP Sub Cluster on building the capacities of shelter actors who have to deal with operational HLP issues first hand. Specifically, this will target informal settlement managers to negotiate appropriate land use/ rental agreements. Partners will be encouraged to work more closely with the local authorities to simplify and legitimize any tenure agreements reached between beneficiaries and

land owners. The cluster will cautiously take advantage of the various regional governments' good will of providing free land to relocate IDPs. No investments will however be made where the status of land ownership cannot be ascertained.

The cluster understands, and acknowledges that there cannot be meaningful protection of IDPs if those who host them do not benefit from having to share their land and resources, by also receiving the assistance and services provided by humanitarian agencies. Therefore, vulnerable members of the host communities will also be targeted. All communal facilities and infrastructure provided will target both the displaced and their hosts, and will be expected to outlast the displacement period, hence links to municipal/ local government services and governance as envisioned under the RRF framework.

Response / Implementation Modalities. The Shelter Cluster has irregularly monitored the markets for availability and pricing of Household non-food items in some towns in Somalia. The main findings of the assessments have informed partners that shelter and NFIs assistance can largely be provided through market-based modalities, including cash and vouchers. However, in some locations, conflict and limited access impedes the ability of markets to function properly, along with inflation and fluctuations of the Somali shilling.

The cluster aims to combine approaches in its efforts to deliver assistance to the targeted population, including both in-kind and market-based assistance. For each location and group, the modality used will be determined through market assessments and analyses. Shelter partners have made a commitment deliver more than half of all shelter assistance and NFIs through cash and vouchers. The use of local markets is further intended to diversify and strengthen local resources exploitation and livelihoods. Where in-kind assistance is preferred, the cluster will advocate for a complementary cash assistance of approximately 10 per cent of the total value of the assistance, to allow beneficiaries access items/components that may be missing, or needed in addition to list provided.

Cross cutting issues - The main cross cutting concerns to be addressed by cluster partners are protection (SGBV, exclusion and marginalisation), Environment, Age and Gender considerations. While partners are encouraged to provide a referral mechanism for SGBV cases, the concerns of exclusion and marginalization, environment, age and gender are to be mainstreamed throughout all partners' activities. More implementation, selection of beneficiaries should ensure that marginalised groups are adequately represented in selection committees that follow an agreed vulnerability criteria. Materials sourcing and use should have

the least impact on the environment. To ensure that this is comprehensively addressed, partners will be required to report and account for commitments and progress made to beneficiaries.

Partners will ensure accountability to affected people by engaging the communities in consultations in designing and delivering all assistance. Every assistance delivery will also be accompanied with a well-structured and functional feedback mechanism system.

Monitoring Framework

The monitoring and reporting of cluster activities is aimed at ensuring accountability of the cluster's commitments and contribution to the country's humanitarian strategic objectives (SO) 1, 3 and 4, agreed between the HCT and Somali authorities.

- SO1: Reduce acute humanitarian needs and excess mortality among the most vulnerable by providing life-saving and sustaining integrated assistance.
- SO3: Ensure protection of affected populations, including those living in hard-to-reach areas and IDP settlements, through protection promoting assistance that targets the most vulnerable and people at risk of exclusion.
- SO4: Increase resilience capacity of at risk communities and promote complementary interventions of development partners in social services.

Cluster Objectives

Objective 1:

Contribute to the protection of newly displaced people, IDPs / refugee returns / host community and those affected by natural hazards. Contribute to SO1, SO3

Indicators

1. Number of people in need of emergency assistance receiving appropriate NFIs through in kind distribution, vouchers or cash mechanisms. **Target 360,000**

Activities:

- *Selection and registration of beneficiaries, broken down by gender and age*
- *Procurement / Distribution of in kind NFIs kits*
- *In case of Cash / Vouchers:*
- *Selection / procurement of goods suppliers / cash transfer agency*
- *Distribution of vouchers / cash transfers*
- *Redeeming of vouchers / procurement of kits / materials*

2. Number of people in need of emergency assistance receiving relevant emergency shelters through in kind distribution, vouchers or cash mechanisms. **Target 210,000**

Activities:

- *Selection and registration of beneficiaries, broken down by gender and age*
- *Advocate for / Process / Acquire land tenure documentation*
- *Procurement / Distribution of in kind Emergency Shelter kits*
- *In case of Cash / Vouchers:*
- *Selection / procurement of goods suppliers / cash transfer agency*
- *Distribution of vouchers / cash transfers*
- *Redeeming of vouchers / procurement of kits / materials*

3. Number of people in need of emergency assistance receiving emergency assistance package through pipeline mechanisms within 3 weeks from the onset of disaster. **Target 420,000**

Activities:

- *Selection and registration of beneficiaries, broken down by gender and age*
- *Management of warehouses/supporting the pipeline mechanism*
- *Distribution of in kind light SNFI emergency kits.*

Objective 2:

Improve the living conditions and contribute to local reintegration of the protracted internally displaced persons (IDPs) and refugees returning back to their place of origin. Contributes to SO3, SO4

Indicators

1. Number of protracted IDPs/refugee returnees provided with safe, well-tailored, sustainable and habitable shelter with appropriate land tenure security. **Target 114,000**

Activities:

- *Selection and registration of beneficiaries, broken down by gender and age*
- *Procurement / Distribution of in kind shelter materials/tools*
- *In case of Cash / Vouchers:*
- *Selection / procurement of goods suppliers / cash transfer agency*
- *Distribution of vouchers / cash transfers*
- *Redeeming of vouchers for materials*
- *Construction skills trainings*
- *Erection of Shelters*
- *Advocate for / Process / Acquire land tenure documentation*

2. Number of protracted IDPs/refugee returnees receiving non-food items through in kind distribution, vouchers or cash mechanisms. **Target 330,000**

Activities:

- *Selection and registration of beneficiaries, broken down by gender and age*
- *Procurement / Distribution of in kind NFIs kits*
- *In case of Cash / Vouchers:*
- *Selection / procurement of goods suppliers / cash transfer agency*
- *Distribution of vouchers / cash transfers*
- *Redeeming of vouchers / procurement of kits / materials*

3. Number of protracted IDPs supported in repairing and maintaining their shelters. **Target 66,000**

Activities:

- *Selection and registration of beneficiaries, broken down by gender and age*
- *Procurement / Distribution of in kind shelter materials/tools*
- *In case of Cash / Vouchers:*
- *Selection / procurement of goods suppliers / cash transfer agency*
- *Distribution of vouchers / cash transfers*
- *Redeeming of vouchers for materials*
- *Construction skills trainings*
- *Repair of Shelters*

Activities:

- *Conduct Settlement (re)planning trainings*
- *Distribute settlement planning tools*
- *Conduct settlement planning activities*
- *Conduct Infrastructure mapping exercises*
- *Drafting mid-term and final reports*

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Objective 3:

Improve the quality of shelter assistance and ensure accountability through effective mechanisms.

Contributes to SO3

Indicators

1. Percentage of shelter/NFI assistance projects delivered through cash modalities. **Target 50%**

Activities:

- *Conducting market assessments*
- *Cash/voucher distributions*
- *Drafting mid-term and final reports*

2. Percentage of shelter/NFI assistance projects incorporating CRFM and CwC. **Target 100%**

Activities:

- *Conducting sessions of community consultations*
- *Set up Complaints and Feedback mechanisms*
- *Analyzing information from beneficiary feedback and complaint mechanisms*
- *Post Distribution Monitoring – PDMs – For NFIs.*
- *Post construction monitoring for shelter*
- *Drafting mid-term and final reports*

3. Percentage of shelter assistance projects incorporating settlement planning. **Target 100%**