

EMERGENCY SHELTER NFI CLUSTER



Shelter / NFI Cluster Mogadishu Needs Assessment

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1.0 Executive Summary3

2.0 Acronyms.....6

3.0 Introduction7

4.0 Methodology7

5.0 Training of Enumerators 10

6.0 Results..... 11

7.0 Conclusions and Programming Response..... 13

Annex A: Questionnaire 15

Annex B: What Does Transitional Shelter Mean in Somalia? 17

Mogadishu Needs Assessment

1.0 Executive Summary

- 1.1 At a Cluster meeting in Mogadishu on 24th January 2012, members gave strong support for a joint assessment led by the Cluster. The objective of the assessment was to better understand the shelter and NFI gaps and needs in Mogadishu.
- 1.2 The assessment took place on 8th February and was undertaken by 11 NGOs in six districts, covering 26 settlements. In total 1,304 questionnaires were completed by 65 enumerators in a single day.
- 1.3 The settlements were randomly chosen and the number of samples taken in each location was calculated using a 95% confidence level and a +/- 5% confidence interval. The questionnaire (Annex A) used a mixture of direct questions and observations and covered NFIs and shelter. Section 6 presents the results in detail.
- 1.4 The survey results demonstrate the significant NFI and Shelter needs of the IDP population and unless additional funding is provided to the sector, these needs will grow as more IDPs arrive into Mogadishu.
- 1.5 The IDPs, regardless of when they arrived into Mogadishu, simply do not have the resources to construct adequate shelter. A buul should offer a basic level of shelter from the elements, as well as safety, security and dignity.
- i. **Shelter from the elements:** 66% of the buuls do not have cover that is continuous and so offer no protection from the sun, cold, heat or rain.
 - ii. **Safety and Security:** 89% of the buuls cannot be locked while 78% are made from materials that can easily be cut open using a knife.
 - iii. **Dignity:** 71% of the families live in a single room while 34% do not have a source of light at night. 70% do not have a place to cook while most alarming, 17% are living in less than 3.14m² of space, similar to an average 2 - person camping tent.
- 1.6 Setting the standard that a buul must provide **all** three of the properties listed above, namely shelter, safety and dignity means that the vast majority of the 25,000 households require assistance. Applying just the basic standard that a buul must provide shelter from the elements means that approximately 16,500 households (100,000 IDPs) need assistance (66%). This is a considerable gap.

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- 1.7 To address this need, more shelter kits should be provided. These include an oversized plastic sheet (4 x 7m), timber / sticks, binding wire and rope. These shelter kits, costing less than \$100 USD are in line with the Cluster's strategy of Transitional Shelter (See Annex B for details).
 - 1.8 Interpretation of the NFI data is more difficult as the results are from direct questions to the head of household. From previous assessments it is commonly understood that there is a tendency that the interviewee will exaggerate the answer if there is a chance of receiving assistance. According to the survey, only 10% reported receiving the three core NFI items while 31% received some form of NFI.
 - 1.9 There is an urgent need for better planning and coordination of NFI distributions in Mogadishu so that the needs can be systematically addressed. In 2011 it was difficult to accurately map the needs and the responses due to lack of access and the fluidity of the situation. However, the Cluster should now ensure that all distributions are mapped with GPS points and that the needs are regularly assessed.

Summary of Results

Average size of household	6.8
Female IDPs	49%
Population under 18	73%
Female headed households	51%
Originating from Bay or Lower Shabelle.....	64%
Arrived more than 6-months ago.....	59%
Average number of buuls per household.....	1.6
Do not have enough materials to cover their buuls totally	66%
Do not have a door frame.....	88%
Cannot lock their buuls – lockable door.....	89%
Sleep in the same room – not separated.....	71%
Buuls that can be cut open using a knife.....	78%
Do not have a designated cooking area.....	70%
Do not have a plastic sheet greater than 3m x 3m.....	68%
Do not have any covering on the floor	76%
Do not have a tin / sheet metal / corrugated iron greater than 2 x 2m.....	84%
Live in buul less than 2m in diameter – 3.14m ²	17%
Do not have an artificial light sources (torch / candle / paraffin lamp etc.)	34%
Report a theft from their buul in the last 12-months.....	12%
Have received any type of NFI	33%
Have received a blanket, plastic sheet and kitchen set (core NFI)	10%

See Section 6.0 for more details of the results and Section 7.0 for Conclusions and Programming Response

2.0 Acronyms

NFI	Non Food Item. Cluster's standardised minimum package which contains a plastic sheeting (4 x 5m), 3 blankets, 3 sleeping mats, kitchen set, 2 x 10 litre jeerycans (or 1 x 20 litre), 750g of soap and sanitary cloth.
NFI Core Items	Of the standard minimum package, the plastic sheeting, blankets and kitchen sets are considered to be the core items.
EAP	Emergency Assistance Package. Used when the packages contains high-energy biscuits.
IDP	Internally Displaced Person
DMA	Disaster Management Agency. Governmental body tasked with the management of Badbado settlement, the largest gathering in Mogadishu.
GE	Google Earth

3.0 Introduction

- 3.1 According to data collected by the Cluster, 40,890 standardised NFI kits were distributed in Mogadishu in 2011. Using a figure of six family members per household then 245,340 IDPs should have benefited. The October 2011 estimated total IDP population in Mogadishu is 184,000¹. According to these statistics, the need has been met for the current IDP population.
- 3.2 Regardless of the statistics, all recent rapid assessments in Mogadishu report that IDPs have neither adequate NFIs nor shelter. The most plausible explanation for the disconnect between the figures and the actual situation on the ground is the considerable fluidity within the population over the last year with waves of new arrivals and departures. Therefore, the transiting population through Mogadishu has been much higher than the present static population of 184,000.
- 3.3 At a Cluster meeting in Mogadishu on 24th January 2012, members gave strong support for a joint assessment led by the Cluster. The objective of the assessment was to better understand the shelter and NFI gaps and needs in Mogadishu.
- 3.4 The assessment took place on 8th February and was undertaken by 11 NGOs in six districts, covering 26 settlements. In total 1,304 questionnaires were completed by 65 enumerators in a single day.
- 3.5 The data is being disaggregated to district level to enable further planning and programming. These results are available on request.

4.0 Methodology

- 4.1 UNHCR, UNDP and OCHA, with technical and logistical assistance from FSNAU, OIC/Islamic Relief conducted an IDP Population Assessment in October 2011 which provided a list of all the IDP settlements in Mogadishu. 306 settlements were found and each settlement has a name and district. However, due to technical problems, it has not been possible to cross-reference the GPS points taken with the settlement names and so there is not a comprehensive schedule of district – name – population – GPS coordinate.
- 4.2 Settlements in Mogadishu have different names as many are considered to be part of larger umbrella settlements. Therefore, Google Earth (GE) was used to select settlements for sampling.

¹ IDP Population Assessment, October 2011, UNHCR

- 4.3 Based on the estimated IDP population numbers from the October 2011 assessment and taking security and access into consideration, seven districts were initially chosen.

	District	Total Population
	Abdil Aziiz	1,212
1	Bondhere	8,643
	Deyninle*	1,800
2	Dharkeenley	50,078
3	Hawlwadag	8,329
4	Hodan	46,180
	Huriwa*	3,400
	Karaan	8,410
	Shangaani	4,322
	Shibis	642
	Waabari	1,635
5	Wardhigley	8,650
6	Wadajir	19,754
7	Xamarjajab	9,505
	Xamarweyne	7,753
	Yaaqshid	4,059
	Total	184,378

The seven districts represent the major IDP population centres and constitute 84% of the overall population.

- 4.4 Cluster members volunteered 15 teams of five members each and indicated the districts where they have good access. The NGOs that volunteered to work in Bondhere later pulled out of the survey while no NGOs were willing to work in Dharkeenly due to security reasons. Although Dharkeenly has the highest number of IDPs of any district, the majority are in Badbaado. This is a unique camp run by DMA and so its gaps and needs are not representative of the whole of Mogadishu.
- 4.5 Based on the number of teams and assuming that each team could undertake a maximum of 80 questionnaires on the assessment day, settlements were randomly selected from each district.

No.	Organization	Teams	District	Number of Settlements
1	Save Somali Women and Children (SSWC)	1	Wadajir	1
2	Somali Community Concern (SCC)	1	Hodan	2
3	Somali Women Concern (SWC)	2	Wardhigley	3
4	HINNA	1	Hodan	1
5	DBG	1	Hodan	1
6	SYPD	1	Hawlwadag	2
7	Qatar Charity	2	Hodan & Wabeeri	4
8	KAAH Relief & Development	1	Wadajir	4
9	NRC	1	Hodan	1
10	CPD	1	Hawlwadag	1
11	DRC	3	Xamarjajab	6
TOTAL		15		26

4.6 In light of the limitations of the October 2011 rapid assessment, the population for the settlements was calculated by applying a density figure to the area of the settlements as calculated from GE. The GE image is dated 12th September 2011 and is considered fit for this purpose.

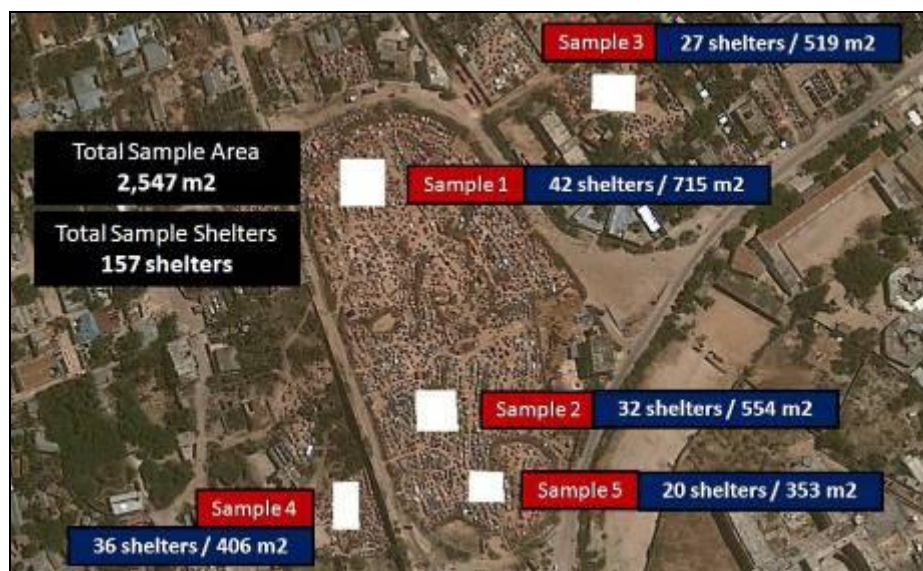


Figure 1: Screen shot from Google Earth showing Sigaale settlement used to calculate the average shelter density

Using the average of five samples, a density of 0.0616 shelters per square meter was applied to the areas of settlements.

- 4.7 From the population, the sample size was calculated using a 95% confidence level and a 5 confidence interval.² Therefore the data from the analysis is statistically correct (within the parameters) and so can be applied on a pro rata basis to the whole IDP population in Mogadishu.
- 4.8 Each NGO was assigned settlements to sample and was sent a series of maps showing their location. Each settlement was given a unique reference based on the district name. The maps were sent out five days before the survey giving the NGOs sufficient time to locate the settlements and ensure that access would be granted on 8th February.



Figure 2: Screen shot from Google Earth showing randomly chosen settlements in Hodan District

5.0 Training of Enumerators

- 5.1 On 7th February, the Cluster Coordinator conducted a training of the 61 enumerators drawn from the 11 NGOs.
- 5.2 The same methodology as the October 2011 assessment was used to select the buuls inside the settlement. The whole team walks to the centre and then divides the camp into five segments. Each enumerator walks in a different direction randomly selecting households to question until their quota is complete.
- 5.3 A questionnaire was prepared in advance and shared with the participants. Each section was discussed to ensure that all the enumerators understood the questions. This thorough training ensured that all the enumerators would

² <http://www.surveysystem.com/sscalc.htm>

assess the shelters and NFIs in the same manner to provide confidence in the results.

- 5.4 For Section C of the questionnaire, Shelter Observations, the enumerators were asked to break into groups and discuss the questions and think of additional ones. In total, three new questions were added.
- 5.5 On 9th February, a senior member of each NGO delivered the completed questionnaires and debriefed on the exercise. In general, they had no difficulties with access or the questions.

6.0 Results

Demographics

- 6.1 The average household size is 6.8 and 51% of the IDPs are male and 49% female, while 73% of the IDPs are under the age of 18.
- 6.2 Of the 1,304 households interviewed, 51% are female headed with a slightly larger household size of 6.9.
- 6.3 64% of those interviewed are from Bay or Lower Shabelle, while 17% are from within Banadir. The remaining 19% are from eight other regions as far away as Mudug and Gedo.
- 6.4 A significant percentage of IDPs arrived at their current location between six months and one year ago (41%) while 18% had been in the settlements for more than a year. 28% had arrived between 3 and 6 months ago, while only 13% arrived within the last three months.

Shelter

- 6.5 The average number of buuls per family is 1.6 and only 10% of households have three buuls or more. Surprisingly, there seems to be little correlation between the length of time in the settlement and the number of buuls.
- 6.6 Traditionally, given space and money, the buuls slowly transform from being dome shape to be more oblong. This allows the buul to be more easily divided into living and sleeping space and separate the adults and children. In total 51% of the buuls were found to be more oblong than dome, however no significant correlation could be found between the shape and the length of time that the household had been living in the settlement.

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- 6.7 Only 34% of the buuls had cover which is continuous. The standard for this was whether daylight could be seen through the roofs and walls. When materials are available, buuls will traditionally be very dark inside as the whole structure will be covered with several composite layers of materials. Of those that did have a continuous layer, only 28% had more than one layer. This indicates the scarcity of good materials for covering the buuls.
- 6.8 A good indicator of the adequacy of the shelter is the presence of a door frame. It is an upgrade which many families will make when they have access to spare capital. Only 12% had door frames.
- 6.9 Having a lockable door is considered a desirable upgrade especially by women. It allows them to lock their buul and leave the settlement in pursuit of livelihood opportunities. At night, it offers a degree of safety which is particularly poignant when 51% of the families are female headed. The survey found that only 11% could lock their doors. Some buuls had no door frames but could still lock the buul which highlights the importance attached to security.
- 6.10 Only 29% of the buuls had separated sleeping arrangements i.e. a separate section of a shelter or separate shelter for household members to sleep in. This indicates that the vast majority of buuls are not large enough to provide basic privacy between family members. This is not surprising considering the cramped conditions in many settlements.
- 6.11 When there is sufficient material available for construction, multiple layers will be laid over the wooden frame. This not only stabilizes the structure but also improves its thermal properties and increases the level of security of the buul. The survey found that 78% of buuls could be cut open with a knife, which reflects the poor shelter conditions. If a similar survey was conducted in Puntland where the living conditions are better the percentage would be lower.
- 6.12 Only 30% of the buuls have a designated place for cooking. This is very low and is a reflection of the poor housing conditions and the lack of space. Having no designated cooking place increases the likelihood of fire in the settlements as families cook inside the buuls.
- 6.13 The survey reveals that 32% have a plastic sheet that is 3m x 3m in size, note that the standard size distributed is 4m x 5m. The figure is higher than expected but considering that the Cluster's records indicate that plastic sheeting coverage is over 100%, it demonstrates that more NFIs are needed.
- 6.14 In 76% of the buuls, bare earth was observed. Another common upgrade is when material is laid on the floor of the buul to provide a more hygienic and thermally insulated living space. When the funds are available, families will buy purpose - made plastic.

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- 6.15 Only 16% of the buuls have a piece / sheet of metal in the buul greater than 2m x 2m. This low figure indicates the poor nature of the shelter as the more metal provides greater security and stability.
- 6.16 The enumerators were asked to extend their arms and measure the diameter of the buul in relation to their arm span. This distance is approximately 2m and so any buul that was less than this is assumed to be less than 2m in diameter which equates to 3.14m². In total, 17% of the buuls measured had a diameter less than 2m and so the family is living in less than 3.14m². The average household size of these small shelters was over 6 which means that each family member had 0.52m² each which is a square of 70cm x 70cm. The SPHERE guideline is 3.5m² per person and so for those living in these small buuls, they have 7 times less space than the guidelines.

It is commonly reported that due to the lack of space inside the buul, family members sleep outside in the spaces between the structures. During the rains, this causes a multitude of serious health and hygiene related problems.

- 6.17 In total, 34% of the households had no artificial lighting at household level. This includes candles, torches or paraffin lights. This low figure has significant protection, livelihood and health implications.
- 6.18 20% of households reported a theft from their buul in the last 12 months. This is low considering that the majority of the buuls are unlocked.

NFIs

- 6.19 When asked, 33% of IDPs replied that they had received some type of NFIs from an agency.
- 6.20 A blanket, plastic sheet and kitchen set constitutes the core of an NFIs package. Only 10% reportedly received these three items together in one kit.

7.0 Conclusions and Programming Response

- 7.1 Shelter Observations (Section C) produced the most interesting results and when combined produce a good snapshot of the poor shelter conditions in Mogadishu. As they were observations (and enumerators were thoroughly trained on this section) rather than questions posed to the households, we can have confidence in the results.
- 7.2 The IDPs, regardless of when they arrived into Mogadishu, simply do not have the resources to construct adequate shelter. To date the Cluster has not been able to set a meaningful standard for the buuls. However, one simple standard should be that the buuls offer a basic level of shelter from the elements, safety/security and dignity.

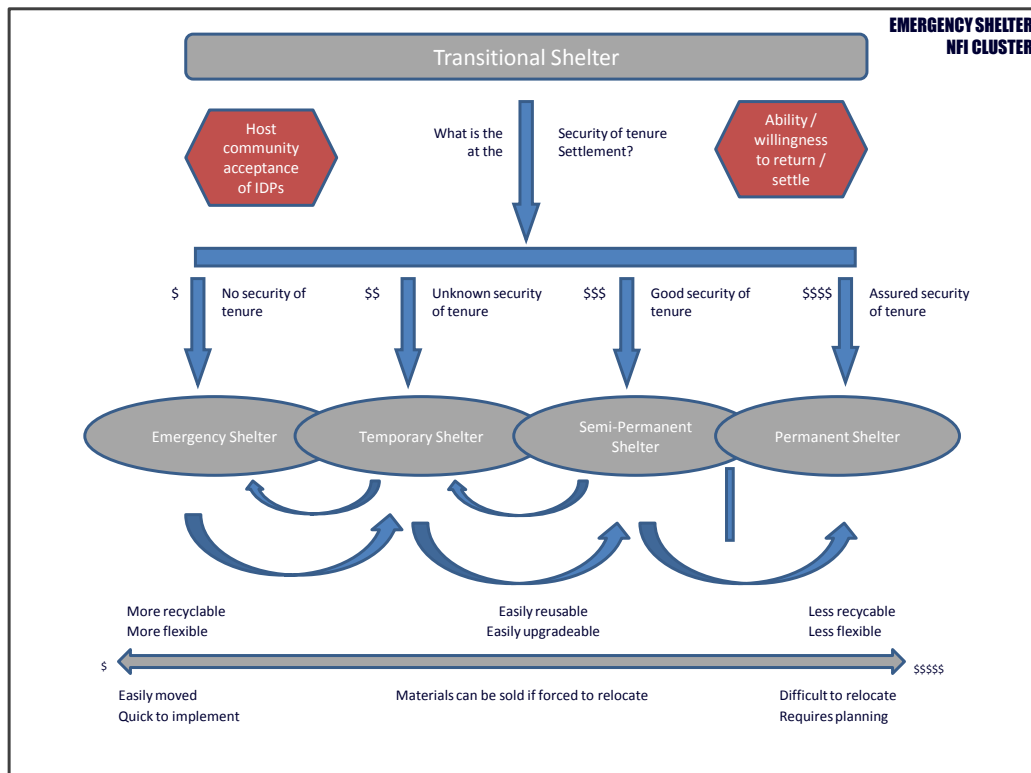
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- i. **Shelter from the elements:** 66% of the buuls do not have continuous cover and so offer no protection from the sun, cold, heat or rain.
 - ii. **Safety and Security:** 89% of the buuls cannot be locked while 78% are made from materials that can easily be cut open using a knife.
 - iii. **Dignity:** 71% of the families live in a single room while 34% do not have a source of light at night. 70% do not have a place to cook while most alarming, 17% are living in less than 3.14m² of space, similar to an average 2 person camping tent.
- 7.3 Setting the standard that a buul must provide all three of the properties listed above: shelter, safety and dignity means that the vast majority of the 25,000 households require assistance. Applying just the basic standard that a buul must provide shelter from the elements means that approximately 16,500 need assistance (64%). This is a considerable gap.
- 7.4 To address this need, more shelter kits should be provided. These include an oversized plastic sheet (4 x 7m), timber / sticks, binding wire and rope. These shelter kits, costing less than \$100 USD are in line with the Cluster's strategy of Transitional Shelter (See Annex B for details).
- 7.5 Interpretation of the NFI data is more difficult as the results are from direct questions to the head of household. There is tendency that the interviewee will change the answer if there is a chance of receiving assistance.
- 7.6 The Cluster figures for NFI distributions in 2011 have been carefully compiled from agencies' reports. According to the survey, only 10% reported receiving the three core NFI items. The true number is most certainly higher but equally due to the fluidity of the population is not close to 100% and so it may be concluded that more NFIs are required in Mogadishu. The exact gap is still not known although the survey revealed that there is a significant gap in coverage.
- 7.7 The questionnaire was designed to look beyond the direct question of whether an NFI had been received, however the enumerators refused to do this. They were asked to use observation to assess whether NFIs had been received regardless of whether the household said it had or had not been the recipient of an NFI kit. The enumerators were not willing to do this as they considered that any household that has not received a package was entitled to one. Any future assessments will have to find a way round this short-coming.
- 7.8 From a programming point of view, what should be the Cluster's response? Most certainly, more NFIs are needed but in order to translate the need, better record keeping is needed so that cross-reference can be undertaken between observation, Cluster records and agency reports.

B1	Do you live in a buul or a public building?	1 = Buul	0 = PB
B2	What are the most important shelter considerations for you? Rank the following:		
	Security (protection of household materials, robbery, physical attacks)	1	2 3
	Rain, cold or heat (leakage, buul too hot or cold to live in)	1	2 3
	Privacy (within family unit and outside)	1	2 3
B3	Do you pay rent?	1 = Yes	0 = No
	If so, how much?	\$1: __ \$2: __ \$3: __ \$4 __ \$5 __ \$6 __ \$7 __ \$8+ __	
B4	If you were given plastic sheeting, ropes and sticks, would you be able to upgrade your shelter?	1 = Yes	0 = No

SECTION C – SHELTER OBSERVATIONS			
C1	Does the buul have continuous cover? No daylight can be seen.	1 = Yes	0 = No
C2	Does the buul have more than 1 layer?	1 = Yes	0 = No
C3	Does the buul have a wooden door frame?	1 = Yes	0 = No
C4	Can the buul be locked?	1 = Yes	0 = No
C5	Is there separated sleeping arrangements?	1 = Yes	0 = No
C6	Can you break into the buul without using a tool? e.g knife	1 = Yes	0 = No
C7	Is there a place for cooking?	1 = Yes	0 = No
C8	Is there any plastic sheeting? (sheet must be greater than 3m x 3m)	1 = Yes	0 = No
C9	Can you see the ground inside the buul?	1 = Yes	0 = No
C10	Does the buul have any metal sheets bigger than 2m x 2m?	1 = Yes	0 = No
C11	Is the buul a dome or more oblong?	1 = Yes	0 = No
C12	Is the buul's diameter less than the span of your arms – 2m diameter?	1 = Yes	0 = No
C13	Do you have a source of light inside the buul (candle, torch, paraffin) at night?	1 = Yes	0 = No
C14	Has there been a theft from inside the buul in the last 12 months?	1 = Yes	0 = No

Annex B: What Does Transitional Shelter Mean in Somalia?

The diagram below was developed by cluster members to represent the concept of Transitional Shelter (TS) and how it can be applied to Somalia.



Transitional Shelter is a **process** rather than a **product** - an approach rather than a phase of response. The shelter can be used to allow time for sustainable reconstruction following a conflict or natural disaster. It intends to offer a habitable covered living space and a secure, healthy living environment, with privacy and dignity. Recent literature puts more emphasis on the requirement that the shelter offers at least one, but preferably all of the following options: **upgradeable, reusable, resalable or recyclable**. The process becomes more than another phase of response; rather it involves building and upgrading incrementally. It is important to bear in mind that transitional shelter is a short-term intervention with a long-term impact on the recovery process.

Ideally the transitional shelter process begins in the first days of the emergency, with the first distribution of relief items. Materials from the initial distributions including plastic sheeting or stockpiled shelter kits are combined with local materials to construct permanent shelter, familiar to those affected. Thereby a contribution is made to local economies and shelter and resettlement options are maximised. Stockpiled transitional shelter packages may be appropriate for use in instances where the local markets cannot provide sufficient materials or where the speed of response is vital. A difference between transitional shelter and semi-permanent shelter is that the former is designed so that it may be disassembled and relocated.

For IDPs, transitional shelter can provide appropriate shelter which can be disassembled and reused when the affected populations are able to return to the sites of their original homes or are resettled in new locations.