

EMERGENCY SHELTER NFI CLUSTER



TRANSITIONAL SHELTER ASSESSMENT PHASE 1 REPORT

Bossaso 14th – 17th April

TRANSITIONAL SHELTER ASSESSMENT

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TRANSITIONAL SHELTER ASSESSMENT

1.0 Introduction

1.1 This multi agency assessment was led by the Shelter / NFI Cluster and took place in Bossaso between the 14th and 17th April. It is the first phase of a series of assessments and was prompted by the recent IDP Taskforce CHF envelope, which has a considerable shelter element.

1.2 The objective of the assessment was to:

“Review the use of tents as a transitional shelter solution and evaluate other possible transitional solutions available.”

It is acknowledged that this is a very ambitious objective for this field visit and so the assessment will be divided into phases. For Phase 1 (this report) the aim is to answer the following question:

“Is there a viable alternative to tents in Puntland as a transitional shelter solution?”

2.0 Methodology

2.1 The assessment team was:

1. Richard Evans	UNHCR	Shelter CC
2. Masayo Ogawa	UNHCR	Associate Eligibility Officer
3. Gurcharan Videe	UNOCHA	ISAC Gender Advisor
4. Timothy Mutunga	NRC	Shelter Manager and tent specialist
5. Efren Serrano	UNHCR	Construction Engineer
6. Fatu Osman	DRC	Protection Officer
7. Abdinur Ibrahim Alike	UNHCR	Interpreter
8. Mona Ahmed Mohamed	UNHCR	Sr. Protection Assistant
9. Abdirisak Mohamed Ali	UNHCR	Registration Clerk

The team was divided by professional background and gender to form 4 groups for the Focus Group Discussions (FGD). The

2.2 The timetable for the assessment was:

14th April: Security briefing
Discussion on methodology
Transect walk in 3 settlements

- 15th April: Preparation of focus group discussion questions and other materials
- 16th April: Focus group discussions for groups of men and women in 3 settlements
- 17th April: Writing-up field data and de-briefing
- 2.3 The results of the field visit (Section 4.0) will then be combined with temperature measurements of different shelters (Section 5.0) and programming considerations (Section 6.0). This should enable the question as detailed in Section 1.2 above to be answered.
- 2.4 The questions used for the FGD are included as Annex 1. The questions anticipated issues to explore as they may impact on men and women such as protection, inside/outside spaces, access to water/latrines, communal spaces. Annex 2 contains all the results from the FGD. The coding used for the sections is the first letter of the settlement, followed by the gender followed by group 1 or group 2. For example, TM2 was the second group of men in Tawakal.
- 2.5 The sessions lasted between 45 – 60 minutes and were well attended by over 100 participants. Same sex facilitators enhanced the richness of information gathered and created a safe environment to openly raise sensitive issues. Translators were used and the answers were written in English.
- 2.6 In total, 10 FGD were completed:
- | | | |
|----------------|--------------------|----------------------|
| Bulo Elay | 2 x women, 1 x men | Buuls only |
| Tawakal | 2 x women, 2 x men | Buuls only |
| Saylada Holaha | 2 x women, 1 x men | Tents and some Buuls |

3.0 Transitional Shelter (TS)

- 3.1 The definition of transitional shelter for the purposes of this assessment is:

“Transitional shelter provides a habitable covered living space and a secure, healthy living environment with privacy and dignity, to those within it, during the period between a conflict or natural disaster and the achievement of a durable solution”¹

Further properties of a Transitional Shelter are defined as:

- Should be durable to last the entire transition period

¹ Transitional Shelter Guidelines (DRAFT), Shelter Centre, Corsellis & Vitale, April 2011

- It should be upgradable
- It should be able to be relocated
- It should use simple and rapid construction techniques
- These techniques should be appropriate to the environment and community

3.2 There is debate whether the canvas tent designed by NRC is a transitional shelter. Tents go against many of the principles of TS such as durability, complementary with the durable solution, incremental process and offering maximum choice to the affected population. Tents should be classed as an emergency shelter option, a stage before the development of transitional shelter or the durable solution.

3.3 A Corrugated Galvanised Iron (CGI) shelter can be classed as a Transitional Shelter as it meets the properties of TS as defined in 3.1 above. However, when land tenure is secured and CGI is built then could the CGI be classed as a durable shelter option? For the purposes of this study, CGI will be classed as TS and so the principles of good practice will be applied.

4.0 Results

4.1 Question 2 from the FGD, examined which shelter aspects are considered the most important for the group. The question was:

List in priority order of importance – what are your most important concerns for your shelter?

The results, disaggregated by sex are shown below.

CONCERN / ISSUE	TOTAL SCORE	AVERAGE SCORE	FEMALE SCORE	FEMALE AVERAGE	MALE SCORE	AVERAGE MALE
Fire	21	2.1	16	2.7	5	1.3
Theft	29	2.9	13	2.2	12	3
Leaks / flooding	30	3.0	18	3	12	3
Privacy	35	3.5	19	3.2	16	4
Ventilation	41	4.1	17	2.8	24	6
Heat	42	4.2	27	4.5	15	3.8

The priority concerns are fire and theft. For the women, theft is more important than fire however, fire is the second most important. For the men, fire is clearly the most important with 3 out of the 4 groups ranking it as number 1.

The least important concern for the men and women combined is heat. For men it is ventilation, which is another climate related issue.

These results are supported by the FGD as detailed in Annex 2. The top 3 issues (fire, theft & leaks) can be classed as protection concerns, while the last two (the least important) are environmental.

The main objection by the humanitarian community to CGI shelters in Puntland and in particular Bossaso is the inside temperature. It is felt that the high temperatures will cause the shelter to be rejected by the beneficiaries. This is opinion and perception from individuals who do not live in the settlements.

What needs to be better understood are the decision making processes of the beneficiaries themselves and how men and women prioritise different issues related to shelter. The focus groups understood that a CGI shelter would be hot but for them, there were other more immediate and life-threatening issues which they wanted addressed. A cool house is a luxury compared to the threat of fire or robbery.

- 4.2 Question 5 focused on shelter solutions that could be provided. The question was:

Lay the pictures on the ground and ask your group to arrange the photos in order of preference as to which shelter they would like to live in?

Question 5 was very popular and was a good learning exercise for future participatory assessments of shelters. Participants were much more animated and thoughtful when using pictures as prompts. The five photos used were:

- i. Picture of a CGI shelter taken in Stadium in Hargeisa,
- ii. A picture of a traditional low quality buul and then three pictures of corrugated iron sheets (30 pieces), hessian sacks (50 pieces) and 2 x 4' wooden timber (20 pieces),
- iii. An NRC tent,
- iv. A hessian sack covered large buul in Bossaso. These are built by the wealthier IDPs and represent a considerable upgrade,
- v. A traditional buul, poor quality.



Pictures being ranked in Saylada Holaha and Tawakal

Rank	M1	M 2	M 3	M 4	F 1	F 2	F 3	F 4	F 5	F 6
1	CGI	CGI	CGI	CGI	CGI	CGI	CGI	Tent	CGI	CGI
2	Mat	Mat	Mat	Tent	Tent	Mat	Tent	CGI	-	Tent
3	Tent	Tent	Tent	Mat	Mat	-	Mat	-	-	-
4	Hessian	Hessian	Hessian	Hessian	Hessian	-	-	-	-	-
5	Buul	Buul	Buul	Buul	Buul	-	-	-	-	-

From the 10 groups, 9 put the CGI shelter as the first. One of the women's groups in Bulo Elay ranked tent then CGI.

The second option for the 9 groups was either the tent or the construction materials. Not surprisingly, 3 out of 4 of the men's groups favoured the construction materials as they had backgrounds in construction.

- 4.3 Question 1 focused on the advantages and disadvantages of the buuls for the first two settlements and tents for Saylada Holaha settlement. Buuls are regarded as a 'home' for many and the men and women acknowledge that they do offer shelter. However, they are also seen as below an acceptable standard by the IDPs. These are some quotes:

"A buul is better than nothing" – women from Bulo Elay

"we live in garbage, nothing good at all about living in a buul" - women from Bulo Elay

"they (buuls) are not stable due to the winds, thieves can break in and easily cut them especially at night, summer cannot live in the buuls due to the heat" - women from Bulo Elay

"in winter they (buuls) are cold and summer they are hot" - women from Tawakal

"(Buuls) do not prevent the cold and so we get coughs" – men from Bulo Elay

"we are living in garbage and it smells at night" - women from Tawakal

"thieves can break into the tents and women can be sexually abused" - women from Saylada Holaha

"a tent looks more beautiful than a buul!" – men from Saylada Holaha

- 4.4 Question 3 focused on protection issues in the settlements. Again, participants were asked to rank the main issues in order of importance. This exercise was not completed for the male groups, as the interpreters were not willing to ask directly about GBV. Instead, the conversation focused on weapons, robbery and khat. These are some quotes related specifically to the objective of this study:

"as soon as summer starts when the families sleep outside, host community who carry guns and chew khat at night come with a gun when you are sleeping and tell you to be quiet and follow them otherwise they will shoot you and your family then rape you away from your buul." – women from Bulo Elay

"the other issue is landowners, if you are late in paying the rent, they send gangsters to demand payment if you cannot pay they kick you out." – women from Bulo Elay

"it is a big issue for single headed female as there is no man to protect them, especially as they carry guns." – women from Bulo Elay

"and, also because there are no latrines, they are raped when they use open spaces usually near the garbage space, although they go in pairs, at night sometimes they go alone and are attacked, they also use tins at nights." – women from Tawakal

"at night they are concerned about rape as there have been many cases of outsiders cutting through tents and attempted rape but no actual cases of reported rape" - women from Saylada Holaha

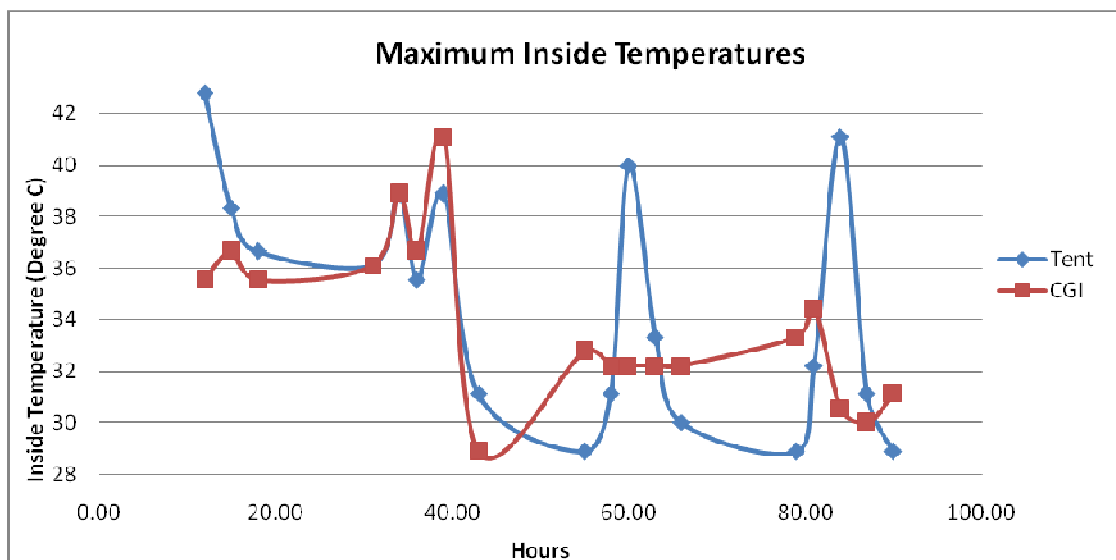
"Landowners are a problem but you can always negotiate" – men from Tawakal

- 4.5 Question 4 attempted to assess the usefulness of distributing sheeting as part of the NFI package or as a stand-alone shelter intervention. In general, both the men and the women found the sheeting useful and it was a valued item. Its limitations were understood (hot in summer) but all were positive. More sheeting could be given out as an intermediate shelter step where there are significant land or access issues.

- 4.6 Questions 7, 8 & 9 examined space both inside the shelter and in the settlement. Not surprisingly, participants felt strongly that a single room for a whole family does not provide sufficient levels of privacy. There was also clear feedback, particularly from the women, that spaces for communal activities (weddings, funerals, praying, washing and cooking) were needed to normalise their displacement. These spaces could also be used for the children to play in as in the more cramped settlements like Tawakal the only land available is the solid waste dumping sites.

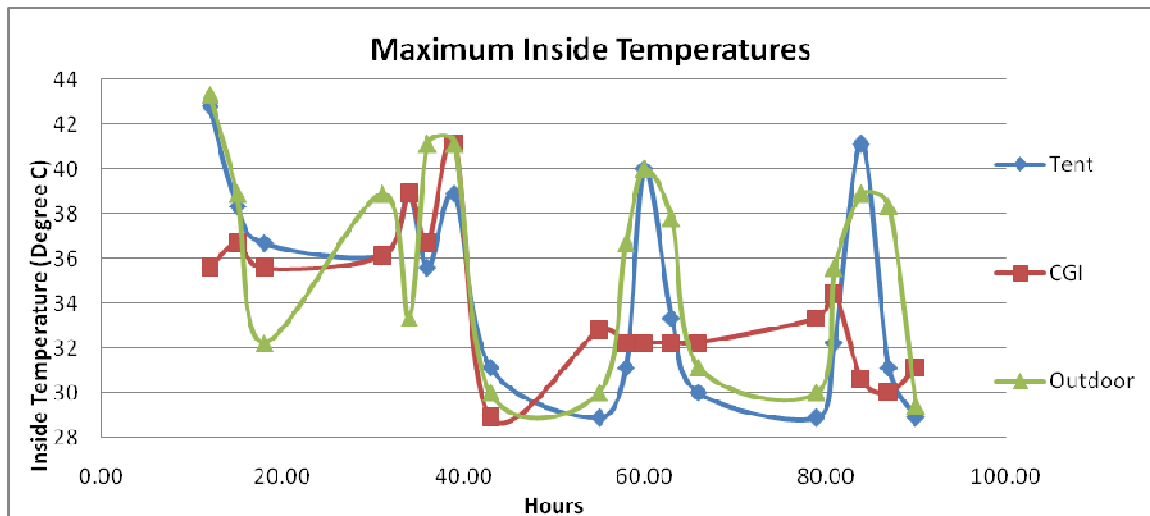
5.0 Temperature Measurements

- 5.1 Between the 22nd and 25th April, temperature measurements were taken inside a standard framed canvas tent and a newly constructed ventilated CGI shelter in Gaalkacyo. In addition, the outside temperature was also taken.
- 5.2 The graph below shows the inside temperatures for the tent and the CGI shelter.

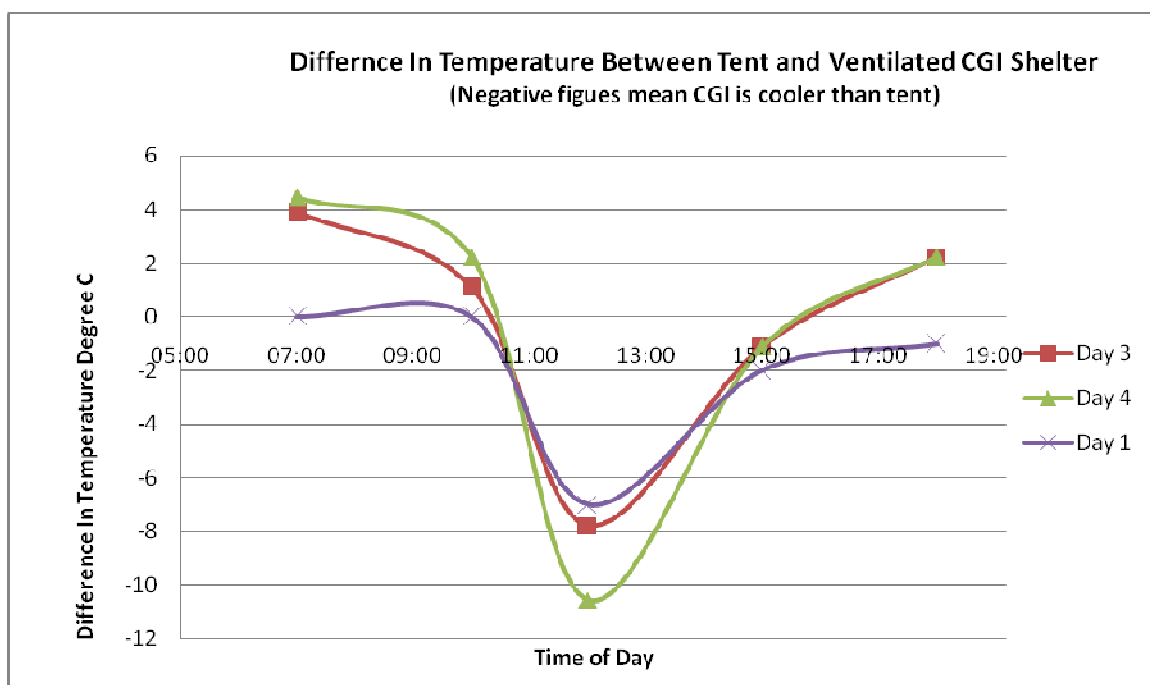


The x-axis shows hours from the start of the experiment. The data for the first 30 hours is not consistent due to initial issues over the ventilation in the two shelters. However, from then onwards the tent's response is as expected. Canvas has very little insulation properties and so the temperature rises and falls with the outside temperature. This is clearly shown in the graph below.

The CGI shows less sensitivity to the outside temperature due to the insulation properties of the iron. During the hottest part of the day, the temperatures are less in the CGI however, at night they do not fall significantly due to the radiated heat from the iron sheets.



5.3 The graph below shows the difference in temperature between the two shelters and more clearly demonstrates the insulation properties.



Between 7am and 11am the tent is cooler (between 0 – 4 degrees) than the CGI. However, between 11am and 3pm the CGI is cooler by up to 11 degrees. This is a considerable difference. Then after 3pm the tent cools while the CGI maintains the heat.

5.4 The conclusion to draw from this data is that the canvas has no insulation properties and will be as warm or as cool as the ambient outside temperature. The CGI does have insulation properties, it heats up less and cools down slower

and so at night will be hotter in the summer and winter. In the winter months this ability to retain warmth will be an advantage.

6.0 Other Issues

- 6.1 A tent delivered to Bossaso in 2011 costs \$410. Transportation, storage and erection costs take the final installed cost to \$425. Of this, only 10% contributes to the Somali economy. Initial estimates suggest that the CGI will cost approximately \$650. A much higher proportion will go to the Somali economy as the iron sheets, wood and consumerables are available in the market. The constructions costs will also be a much higher percentage. It is estimated that at least 50% of the cost of the shelter will be fed back into the Somali economy. This is a significant advantage of CGI.
- 6.2 The methodology of implementation also has scope to have a significant impact on the livelihoods of the IDPs. If the IDPs themselves are trained to build the shelters to an acceptable standard and develop into small sized contractors then this will also have a positive effect on their standard of living.
- 6.3 At present tents are not stockpiled and are only imported by NRC. This places severe restrictions on programming as has already been demonstrated by Bulo Elay. In 2010, a project for shelter starting in December was so delayed due to the procurement and transportation lead times that the tents were only erected in January, some 11 months later. This 'lumpy' programming can be avoided by using locally procured materials.
- 6.4 The durability of the tent is 12 – 18 months. The lifespan of the CGI is not known but conservative estimates put this at 5-years. To provide shelter for 5 years with tents will cost approximately \$1,500 while with CGI it is \$650.
- 6.5 The durability of CGI not only has significant financial implications but also impacts on programming. At the moment, any of the 40,000 plus IDPs in Bossaso that receive a tent will need a replacement the following year. This means that the number of IDPs without adequate shelter never reduces. CGI would allow the humanitarian community to start making a real impact into the shelter crisis and reducing the shelter caseload.
- 6.6 As part of the procurement process, sample tents are sent to the client for inspection. Experience has shown that the quality of the final shipment is often different from the sample. Quality assurance is difficult to guarantee. However, as the CGI shelters are locally made from standard products the quality can be guaranteed by having adequate site supervision during construction.
- 6.7 Reviewing the properties of Transitional Shelter (Section 3.0 of this report) it is clear that CGI fulfils many of the criteria while tents do not. Therefore, a move

from tents to CGI is a shift in programming from emergency to transitional. This is something that is essential in the current context of the displacement in Puntland.

7.0 Conclusions

- 7.1 The feedback from male and female focus group discussions was clear and consistent. Men and women would like to have a CGI shelter instead of a tent or other forms of shelter currently available.
- 7.2 The priority for the men and women is physical protection; protection from being attacked in their homes and from having their belongings taken, protection from rain and protection from fire.
- 7.3 The participants are aware that heat inside their shelters is an issue and in the group discussions the issue of the inside temperature was repeated many times. Men and women find the buuls and tents hot in the summer and know that CGI will not be any different; however, for them it is less of a priority.
- 7.4 The issue of heat is a concern for any shelter built in Bossaso. The climate in Bossaso is aggressive and during the summer, temperatures throughout the day will make all shelters uncomfortable. As shown by the research, the inside temperature of the CGI will be less than the tent which will make activities during the day more bearable. However, at night the temperature will not drop but will be retained by the structure. Will this be acceptable?
- 7.5 The advantages of CGI are:
- Increased physical protection from robbery, rain and fire
 - Lower long term cost
 - Increased durability
 - Better insulation properties
 - Quality assurance
 - Faster time for implementation
 - Durable solution when land tenure is secured
- 7.6 The objective of the assessment was to answer the following:

“Is there a viable alternative to tents in Puntland as a transitional shelter solution?”

It is concluded that there is an alternative and CGI would appear to be the most viable alternative.

- 7.7 Plastic sheeting is a valued NFI and so when access or tenure is not favourable it can be given to improve the existing local shelters.

8.0 Recommendations

- 8.1 A second phase of research is needed to ensure that the priorities from the beneficiaries as expressed in the discussions are the same when they physically inspect a CGI shelter in Bossaso.
- 8.2 As is concluded the advantages of CGI for the implementing agency are clear. However, all these advantages (Section 7.5) are worthless if the end user rejects them due to the heat. Therefore, before moving to implementation, prototypes must be built in Bossaso and the proposed end user must re-affirm their choice.
- 8.3 The rate of corrosion of iron sheets in Bossaso needs to be researched.