

SHELTER RESPONSE STRATEGY

MOGADISHU

In July 2011 as a response to the influx of IDPs into Mogadishu, the cluster developed a multi-phased strategy:

- Phase 1: Supply all displaced with an Emergency Assistance Package (EAP) in line with the cluster's minimum package,
- Phase 2: In conjunction with Phase 1, supply temporary shelter using the Transitional Shelter concept,
- Phase 3: Provide site planning to improve living conditions and access to other basic services such as WASH and health.

Phase 1: EAPs

The EAP contains basic household items such as blankets, jerrycans, bedmats, kitchen sets, plastic basins and soap. In addition, it contains a 4 x 5m UV resistant plastic sheeting with eyelets. The plastic sheeting provides immediate shelter from rain and sun.

In 2011, Cluster members distributed 40,890 packages in Mogadishu, enough for 245,340 IDPs. In 2012 (up to the end of May) Cluster members have provided 24,959 packages, enough for 149,754 IDPs. Therefore, in the last 16 months, 395,094 IDPs have benefited from EAPs. Despite these achievements, the Cluster receives continued reports of further gaps and needs in Mogadishu.

As recommended in the February 2012 Shelter / NFI Needs Assessment, better mapping of distributions and record keeping backed by more regular field reviews are needed. It is important that Post Distribution Monitoring keeps pace with the distributions so that we know what is happening to the EAPs after distribution. Distributing more and more EAPs is not sustainable.

The Cluster acknowledges the important role that tents can play when they are pre-stocked. Their rapid deployment means they are ideal for rapid onset emergencies such as fire, flooding or displacement.

Phase 2: Transitional Shelter

The Cluster has advocated against the deployment of tents during Phase 2, as they are too costly to cover the need, are not culturally appropriate, are not sustainable and contribute nothing to the livelihood of Somalis. Instead, the Cluster has adopted a transitional approach to shelter.

Transitional Shelter is a process rather than a product. 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. The shelter should offer at least one, but preferably all of the following options: upgradeable, reusable, resalable or recyclable. The process becomes more than a single activity; rather it involves building and upgrading incrementally. 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 EAP distribution such as the 4 x 5m plastic sheeting are combined with local materials to construct temporary shelter, familiar to those affected. Thereby a contribution is made to local economies and shelter and resettlement options are maximised. 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. Unlike other models of shelter provision (tents, prefabs) transitional shelter can be embraced by all partners including local NGOs.

The Shelter Cluster's strategy does not involve giving IDPs semi-permanent or permanent shelter but rather 'appropriate' shelter. The Shelter should provide the following:

- i. Shelter from the elements
- ii. Safety and Security
- iii. Dignity

The Shelter Cluster advocates two approaches to Transitional Shelter:

- A. Hybrid Shelters
- B. Shelter Kits

A. The name 'Hybrid' refers to a mix between plastic sheeting and Corrugated Galvanised Iron (CGI) attached to a wooden frame. The dimensions of the shelter are 3.6m x 4.4m giving an enclosed covered living space of 16m² and the cost is approximately \$310 per unit. The hybrids have been piloted in Mogadishu by NRC.



Pilot of Hybrid Shelters in Mogadishu (Timothy Mutunga, NRC)

The 13 iron sheets used for the roof ensures that the shelter has a significant (2 years +) lifespan while the plastic sheet walls make the structure fast to erect and take-down if it needs to be moved. Materials can be added to the walls so that the shelter can 'transition' into a semi-permanent structure should the displacement be protracted.

The hybrid can be implemented through local partners with the correct technical expertise provided through training and a high level of supervision. Where possible, the skilled and unskilled labour can come from the IDP population ensuring skill transfer and income generation.

The Hybrids are best deployed in conjunction with Phase 3 and when the displacement will be more protracted and the security of land is more assured.

B: Shelter Kits is a viable alternative to Hybrids when conditions are right. The kits are fast to deploy, are much more moveable, owner driven and at \$80 a kit much less expensive than the Hybrids. They are best deployed when the security of tenure of the land is uncertain and further displacement is expected.

The Cluster has not standardised the kits to ensure that there is consultation with the IDPs and that the kits respond to the specific circumstances of the IDPs. It is important that they build upon what is already being used as shelter and that they enable the shelter to be upgraded. However, the Cluster does recommend that the foundation of the kit is a 4 x 7m plastic sheet. These larger sheets can be used to completely cover the buul and so provide a 100% waterproof shelter to reduce effects of hyperthermia in Mogadishu. Additional materials which may be added to the kit include CGI sheets, metal/wooden sticks, rope.

The use of these materials is owner driven and so the resulting 'upgraded' buul, may take any form. A settlement that has completed Phase 2 will not look like a conventional refugee camp as no formal site planning may have been undertaken.



Different examples of the use of Shelter Kits in Mogadishu (DRC) – note middle upgrade buul has a lockable door.

Phase 3: Settlement Planning

To date, Phase 3 has not started however with funding through the CHF, the Tri-Cluster strategy incorporates projects and activities which will work towards Phase 3. Cluster partners have enjoyed limited success at space creation in conjunction with shelter by the removal 'Boosh Baris' and installing temporary shelters with a similar footprint to the hybrids. This Somali term Boosh Baris literally means 'rice husk' and is used to describe buuls which are not inhabited but have been constructed to attract more assistance.

The settlements are dominated by 'gate-keepers' who control the assistance coming into the site. Settlement planning and space creation for fire breaks, access roads, WASH facilities and communal facilities has worked in smaller umbrella settlements with defined populations. It is a slow and delicate process.

Returns, New Settlements and Urbanisation

When conditions are favourable, IDPs have started to return to their places of origin. UNHCR and its partners are currently piloting schemes with success, however, space creation may be limited as other IDPs or more Boosh Baris are constructed in these freed-up spaces.

Care needs to be exercised when creating new settlements. There are consistent reports that IDPs relocate to areas where there are better services. Therefore a new settlement which offers better services might be swamped and so it is important that equality is maintained throughout. Forced relocations have already happened in Mogadishu and more will happen, it is inevitable. The space needed to accommodate these people is not available in the existing settlements and relying on settlement planning to create space is unrealistic.

The Shelter Cluster does not advocate the creation of new settlements in advance to these relocations. This strategy was attempted in Puntland but failed. Rather, the Cluster advocates that IDPs self-settle on land and that life-saving assistance is provided. This has been the approach in Somaliland and Puntland where the conditions and access are more favourable. The mechanics that control relocations are too complex and unpredictable. We must maintain equality for all IDPs in Mogadishu and use our limited resources to provide an achievable level of service for all rather than concentrate on a small percentage.

The settlements in Zona K and 77 were self-settled in early 2012 and as part of the Tri-Cluster strategy, all three phases as detailed above will be undertaken. In the event that additional settlements are created either from more displacements due to conflict or from evictions, assistance will be provided once the IDPs have settled.