

## Final Somalia Shelter Cluster Strategy (2020-21)

### Status

Strategy Status	Version	Status	Effective date	Next revision
	2	Final	February, 2020	December, 2021

### Shelter Cluster Structure

<b>Response name</b>	Somalia Humanitarian Response
<b>Cluster Lead Agency</b>	United Nations High Commissioner for Refugees (UNHCR)
<b>Cluster Coordinator Contact</b>	<p><b>Name:</b> Pankaj Kumar Singh  <b>Email:</b> singhpa@unhcr.org  <b>Mobile:</b> +252613350988</p>
<b>Government Counterpart Agency and Contact</b>	<p><b>Agency:</b> Ministry of Public Works, Reconstruction and Housing (MoPWRH)  <b>Name:</b> Mahdi Sheikh Abdullahi  <b>Email:</b> housing@mpwr.gov.so  <b>Mobile:</b> +252612619999</p>
<b>Shelter Cluster Working Group (SWG)</b>	<p>The Somalia Shelter Cluster Working Group (SWG) is composed of as follows:  <b>Governmental Agency:</b> Ministry of Public Works, Reconstruction and Housing (MoPWRH)</p> <p><b>International Non-Governmental Organizations:</b> ACTED, ARC, CARE, Concern Worldwide, Direct Aid, DRC, DKH, Human Appeal, INTERSOS, NRC and Qatar Charity.</p> <p><b>National Non-Governmental Organizations:</b> AVORD, AYUUB, CCBRS, CPD, HINNA, ORDO, SADO, SSWC, SYPD, WISE and WRRS.</p> <p><b>UN Agencies:</b> IOM and UNHCR.</p> <p>The Shelter Cluster Working Group comprises of organizations engaged in the shelter and NFI responses and actively participate in the cluster coordination mechanisms. The SWG is led by UNHCR.</p> <p>The national shelter cluster forum was established at central level in Mogadishu with sub-working groups (also called Regional Cluster Coordination Working Group) in different locations of the country. The sub-national working group is led by different cluster partners based on presence, capacity and interest. The list of regional (sub-national) focal point is attached as <b>Annex 1</b>.</p>

	<p>The SWG coordinates the plans, preparedness and responses related to shelter and NFI activities. The shelter kit and NFI kit guidelines have been revised by a Technical Working Group which form the part of the strategy as annexes (Shelter Kit guidelines as <b>Annex 2</b> and NFI Kit guidelines as <b>Annex 3</b>). Shelter typology guidelines is being revised and it will form the part of the strategy as <b>Annex 4</b>. The purpose of the formulation of the guidelines is to provide a clear guidance and to harmonize the shelter and NFI planning, preparedness and response approaches across.</p> <p>The SWG meets once in two months. Ad-hoc meetings are also called depending on the needs. The meeting also takes place at regional level. Monthly information management products such as consolidated 4W matrix, 3W map, factsheet and progress against target are produced and shared with the cluster partners.</p>
<p><b>Strategic Advisory Group (SAG) - Agencies</b></p>	<p>The Strategic Advisory Group (SAG) provides strategic guidance to the work of the Shelter Cluster. The SAG is comprised of key shelter partners and guides the Shelter Cluster and its members in a consultative manner.</p> <p>The Strategic Advisory Group comprises of DRC, IOM, NRC, UNHCR, WISE and WRRS. Terms of Reference (ToR) of the SAG is attached as <b>Annex 5</b>. The tenure of the current SAG is until December 2020.</p>
<p><b>Endorsing Cluster partner Members</b></p>	<p>Shelter Cluster Partners</p>
<p><b>Relevant Technical Working Groups (TWG)</b></p>	<p>The Shelter cluster based on the identified needs, such as the revision of strategy and guidelines, establishes technical working group (TWG) consisting of qualified staff from agencies participating in the cluster.</p> <p>The participation of the staff members in TWG depends on the relevant expertise and experience and willingness to participate and contribute to the identified task.</p> <p>The TWG works mainly on technical issues and develops solutions relevant to shelter and NFI interventions. The draft documents formulated by the TWG are shared with the cluster partners and is finally endorsed by the SWG. Endorsed documents are shared and are expected to be used by the cluster partners for preparedness, planning, implementation and monitoring.</p>

## Shelter Cluster Strategy

<p><b>Context</b></p>	<p>The crisis in Somalia is characterised by prolonged conflict and recurrent drought and flooding. These have resulted in large displacements over the years and the loss of life, assets and livelihoods.</p> <p>An estimated 2.6 million Somali are displaced within the country and over 734,000 Somali remain displaced in neighbouring</p>
-----------------------	--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

countries mainly in Kenya, Ethiopia and Yemen. Since 2014, 91,101 Somali refugees have returned home including those who returned spontaneously. In addition, as of October 2019, there are 35,438 refugees and asylum seekers in Somalia mostly from Ethiopia and Yemen.

Most of the displaced people live in IDP settlements who mainly rely on humanitarian assistance. IDPs living in protracted situations in informal IDP settlements are in need of durable solutions as about 80 per cent of them want to settle in the location in which they currently live and do not want to return to their place of origin due to insecurity and lack of employment opportunities. Provision of durable shelters with long term security of tenure is a challenge due to the unavailability of suitable land with long term security of tenure and lack of resources. Secondary displacements require shelter and some NFI assistance each time they move to a new location. Lack of such assistance makes them more vulnerable to further shocks regardless of the displaced location.

An estimated 45% of the national population lives in urban areas and it is expected that by 2026, more than half of the country population will live in urban areas. The rapid urbanization is also linked to the displacements and this has led to unplanned settlements having long lasting impact on serviceability of the urban and peri-urban areas.

There are an estimated 2,000 IDP settlements in the country and most of the settlements are built on private land often without a written land tenure agreement or have a short term land tenure agreement. In some cases, the local authorities have allocated public land for the displaced people so that they are integrated locally, however this is at very small scale. 85% IDP sites are informal and 74% of them are in urban areas. IDP settlements are located near major urban centres as it provides livelihood opportunities and access to relatively improved infrastructure and services.

Shelter and NFI items remain unaffordable to many and people are resorting to coping mechanisms such as scavenging for NFIs, borrowing cash, living with others and moving from one location to another.

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).

Due to overwhelming shelter needs, lack of security of tenure and severe underfunding, the shelter and NFI needs of the displaced people are largely unmet.



**Somalia Humanitarian  
Response Plan (HRP 2020)  
Strategic and Specific  
Objectives Linked to  
Shelter and NFI**

**Strategic Objective 2: Living Standards**

Meet the basic needs of 3 million people including 1.6 million non-IDPs and 1.4 million IDPs across 74 districts by the end of 2020.

**Specific Objective 2: Living Standard**

1. Scale up and provide WASH, education, health, nutrition, shelter and NFIs services to 1.6 million non-IDPs by the end of 2020.
2. Scale up and provide CCCM, WASH, education, health, nutrition, shelter and NFIs services to 1.4 million people in established IDPs sites across 68 districts by the end of 2020.

**Strategic Objective 4: Recovery and resilience**

Enhance the capacity to cope with significant shocks for 940,000 non-IDPs and 400,000 IDPs people by the end of 2020.

**Specific Objective 4: Recovery and resilience**

Enhance the resilience of 400,000 people, mostly IDPs by providing transitional and durable shelter.

**Cluster Objectives**

**Cluster Objective 1**

Ensure that 1,300,000 persons affected by conflict and natural disasters have protection from the weather and privacy through provision of emergency shelter and NFIs.

**Cluster Objective 2**

Contribute to resilience and improve the living conditions of 400,000 affected population through improved housing and related community infrastructure.

**Cluster Objective 3**

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

## Key Issues and Challenges

**Housing, Land and Property (HLP):** In Somalia, there is no formal cadastral registry system in place. Following the displacement, of those who opt to settle in the IDP settlement either move to an existing settlement or form a new settlement. IDPs do not have access to land with long term written security of tenure. This contributes to evictions and secondary displacements affecting their life and wellbeing. Most of the IDP settlements are built on private land often with verbal agreement or short term written agreement.

The development of infrastructure in and around the settlement increases the value of land. Further, the rapid expansion of the urban areas demands additional land to meet the housing needs. This is the main reason among others that lead to eviction of IDPs especially in large urban centres such as Mogadishu. According to the Protection Cluster, in 2019 (from January to August), a total of 173,255 people has been evicted mostly (over 90 per cent) in Banadir and Bay regions. The government has drafted a National Eviction Guideline putting rights of the occupants at forefront.

Rapid urbanisation, unplanned IDP settlements, limited durable solution opportunities for IDPs, conflict and recurrent natural disaster add to the complexity of the response.

**Low level of funding:** The shelter cluster was funded 34 % and 55 % in 2017 and 2018 respectively. In 2019, the cluster was only 14 % funded. This has resulted in huge gap between needs and responses. Shelter is among top three most priority needs of the displaced population, yet the funding is very low. The shelter cluster partners have capacity to respond the shelter and NFI needs.

**Insecurity and Access constraints:** Insecurity in parts of the country especially in the South linked to conflict hinders the access to the affected population. Insecurity adversely affects the assessment and response including transportation of relief items from one location to another.

**Contingency stock:** On sudden displacements require immediate shelter and NFI responses. Often people leave the place of origin without possessions. In the absence of immediate response, IDPs are forced to live in makeshift shelters with no privacy and protection from weather elements. There is limited NFI stocks available only in Mogadishu to deal with such displacements, however there is no stock of shelter kits available.

**Unplanned settlements:** Most of the IDP settlements are not planned posing risks of fire, flooding, overcrowding, GBV

	<p>incidences and increased incidences of diseases.</p>
<p><b>Assessments</b></p>	<p>The shelter cluster largely depends on Joint Multi-cluster Needs Assessment (JMCNA) conducted by REACH for information on shelter and NFI needs, situation and gaps. Other multi-cluster needs assessments have also been conducted either jointly or by a cluster partner that include shelter and NFI components.</p> <p>In order to keep the shelter needs and gaps information up to date to the extent possible, the cluster will maintain an assessment registry and will develop a common assessment framework (<b>Annex 6</b>) to be used by all the cluster partners for the future assessments.</p> <p>In an event of an emergency, the sub-national focal point will coordinate the assessment (cluster specific or multi-cluster) with the support from the national cluster coordination team members.</p>
<p><b>Needs and Response</b></p>	<p><b>Needs:</b></p> <p>According to HNO 2020, 2.2 million people will require shelter, infrastructure and non-food item assistance in 2020. Half of the population live with at least one shelter inadequacy issue, which is linked to use of sub-standard materials, lack of privacy and lack of lighting. Most of the IDP shelters are makeshift which are made of substandard materials like clothes, sticks, polythene sheets and cardboard.</p> <p>The shelter and infrastructure needs of the displaced population mainly depend on the duration of displacement and the nature of the tenure of the land where they reside. Populations displaced by natural disaster and conflict exhibit similar shelter needs though people displaced by natural disaster are likely to return to the place of origin. The need for emergency shelter will remain high among newly displaced IDPs in informal settlements, as they lack alternative shelter materials and options. IDPs continue to require non-food items. The main identified NFI needs are solar lamps, blankets and kitchen sets. Shelter and NFI items remain unaffordable to many and people are resorting to coping mechanisms such as scavenging for NFIs, borrowing cash, living with others and moving from one location to another.</p> <p>Construction materials and non-food items are available in major urban centres but remain unaffordable to many. A recent market assessment commissioned by the WASH cluster in different regions has shown that over 80 per cent of raw materials for sanitation construction were available in local markets. The construction materials can be easily sourced from urban and peri-urban markets as they are also used for construction of shelters. The market findings also suggest that if traders and local businesses access regular employment opportunities, price inflation within market environments would be more stable.</p> <p>There are estimated to be over 2,000 IDP sites mostly built on private land without long term security of tenure thus increasing the risk of eviction. According to the Protection Cluster, in 2019 (from January to August), a total of 173,255 people has been</p>

evicted mostly (over 90 per cent) in Banadir and Bay regions. Evictions predominantly affect poor and marginalized groups. Landlords are often unwilling to rent to poor people or members of clans other than their own, which further aggravates the situation. Eviction not only means the loss of a home or shelter but often also involves the loss of livelihood assets, disruption of social support networks and coping strategies. Some people are also subjected to physical violence during the eviction process.

Most IDP sites are overcrowded and are not planned leading to increased risk of fire outbreak, GBV incidences and flooding due to the absence of or poor drainage system. A recent rapid study conducted by NRC in 36 IDP sites in Baidoa reveals that the average usable surface area per person is only 12 m<sup>2</sup> (range: 3m<sup>2</sup> to 38 m<sup>2</sup>) against 45 m<sup>2</sup> of minimum recommended usable surface area. A lower available surface area indicates that the space for essential services, roads and firebreak is either unavailable or limited and the site is overcrowded.

Women and girls living in sub-standard and overcrowded shelters are more vulnerable. They do not feel safe in makeshift shelters which do not offer privacy and protection from weather elements and increase the risk of gender-based violence. Accessibility of shelters for people with disabilities is inadequate and specific NFI needs are not met. Persons with disability face several barriers such as access to information and physical access to accessing humanitarian assistance including shelter and NFI assistance. Host communities are impacted by armed conflict and flooding. Shelters have been destroyed and household items have been looted during armed conflict. The host community members become homeless and lose their belongings including household items.

**Response:**

The Shelter cluster will continue both with emergency response as well as more durable and tailored support depending on the specific needs of the population targeted – considering displacement and security of tenure status, potential vulnerabilities, opportunities to provide the best value for money, sustained access and the local context.

At the strategic level, the cluster will prioritize life-saving shelter and NFI activities as necessary, particularly in IDP sites. The cluster prioritization process is also guided by the geographical distribution of population combined with the severity of needs in accordance with the cluster severity analysis and categorization. The cluster response will therefore be oriented towards those geographic areas where the greatest number of people generally face the most severe needs.

Kit-based non-food items and shelter materials will continue to be distributed where needed to those who have experienced sudden onset displacement, evictions, who lost household items due to flood, fire and clan conflict and IDPs living in protracted situation. However, in 2020 the cluster will increase its focus on more flexible item-based approaches and modalities where this is feasible and cost-effective in order to address specific and contextual needs. Measures to ensure shelter and NFI kits are accessible to persons with disabilities, older persons and other vulnerable individuals or groups will be a priority and the cluster remains flexible to adapt to the identified barriers, risks and capacities. Mechanisms for the stockpiling and prepositioning of

emergency response stock will be further strengthened and is a priority of the cluster to ensure timely and effective response.

The cluster will also contribute to strengthening the resilience of vulnerable communities and households by improving housing and related community infrastructure. This addresses the needs of the population through a focus on more durable shelter support. Activities will include construction of transitional and durable shelter and community infrastructure. Transitional and durable shelter can be provided through carefully targeted support to IDPs, refugee returnees and host communities affected by flood and conflict, and who have long term security of tenure.

The cluster interventions will consider the privacy and safety of women and girls through settlement planning where feasible, ensuring doors are lockable from inside and outside and partitioning. Cluster will work on affordable shelter typology in consultation with the different stakeholders.

All shelter activities will incorporate the relevant and appropriate Housing Land and Property (HLP) components, based on the strategy and guidelines formulated by the cluster and in coordination with the government, ensuring that interventions are founded on and directed by documentary/supplementary evidence of legal and customary ownership and tenancy.

Within the IDP sites, vulnerable households such as women headed households, child headed households and households with older persons or persons with different types of disability will be prioritized for the shelter and NFI assistance. Communities without reliable access to markets, through physical obstructions on the ground, lack of transportation or other concerns are also vulnerable and should be prioritized.

The response modalities used will include in-kind assistance with cash and vouchers continuing to be used where markets can support this type of intervention, where there will not be a negative impact on people and/or markets, and in line with guidance on protection in cash based interventions. In particular, when feasible, the cluster will continue to look for opportunities to scale up transaction-based modalities in activities where their introduction can increase the timeliness and appropriateness of the response (e.g. by enabling people to address their own specific needs and priorities), and where it can support the resilience and social cohesion of communities, for example by facilitating the purchase of supplies and services in local markets.

Complementarity and integration with other clusters is especially important. In particular, the cluster will continue to work closely with the Protection Cluster and the government with regard to approaches to strengthening of HLP, including security of tenure, and with regard to the mainstreaming of gender and GBV-related issues, as well as disability inclusion in both the response and its monitoring. The cluster will also work with the CCCM cluster and WASH cluster in terms of the planning of the IDP sites and provision of community infrastructure.

## Coordination

There are four coordination mechanisms that exist namely the coordination at national level, SAG, at regional (sub-national) level and through establishment of TWGs for identified tasks. There is a dedicated cluster coordination team at Mogadishu

level. At regional level, there are cluster focal points (cluster partner staff members) who lead the shelter cluster coordination and coordinate with the local inter-cluster coordination group (ICCG) and the respective local authorities. In addition to these, depending on the needs, bilateral meetings take place. The cluster is represented in the inter-cluster coordination mechanism by the shelter cluster coordinator at national level and by the sub-national focal points at the sub-national level. The information management officer of the cluster represents the shelter cluster in the information management working group (IMWG) that is led by OCHA.

The cluster will work closely with the line ministry. The cluster will coordinate with other clusters most importantly with Protection, CCCM and WASH clusters both at national as well as sub-national level.

All shelter and NFI interventions will mainstream following aspects in assessment, planning, implementation and monitoring.

**1. Protection:**

All the shelter and NFI projects should consider ‘DO No HARM’ principles based on the identification of risks, application of mitigating measures and monitoring. Different shelter and NFI needs of the affected population considering the age, gender and disability will be mainstreamed in all phases of shelter and NFI responses.

Targeting will be guided by needs, access and vulnerability and the vulnerable groups include women headed household, child headed households, large households, households with several children, sick and persons with disability and low income households.

Housing, land and property (HLP) issues should be carefully analysed in relation to proposed shelter activities and the cluster partners should uphold the principle of “DO NO HARM” in this regard.

Partners will establish an appropriate and functional complaint and feedback mechanism in communities and settlements they plan to implement shelter and NFI interventions. Partners will consult and ensure that all groups of population have access to the mechanism and are able to provide feedback. Feedback and complaints received will be addressed by the partner in non-discriminatory and respectful manner.

**2. Environment:**

The assessment, planning and implementation of shelter and NFI activities will consider the impact of the interventions on the environment and will mitigate the impacts as far as practicable. The materials and construction methodology will be defined,

**Cross Cutting Issues**

	<p>selected and adopted to prevent over-exploitation, pollution and degradation of environmental conditions.</p>
<p><b>Monitoring</b></p>	<p>The shelter cluster will continue to monitor the shelter needs and responses. Partners report the planned responses and progress on monthly basis through 4W (Who, What, Where and When) matrix. Based on reporting from the partners including 4W reporting, a number of information management products such as consolidated 4W matrix, 3W map, factsheet and progress against target are produced. The Results Framework indicators will be used for monitoring of the activities and will be reflected in different information management (IM) products.</p> <p>The shelter interventions will be monitored by the cluster at the field level subject to the capacity and access and feedback will be provided to the partners. The purposes of the field monitoring are to capture and share the best practices and to improve the understanding of issues and challenges that the cluster partners are facing. Partners will continue to monitor their shelter projects at field level and will share the learnings and best practices with the cluster.</p> <p>The cluster has harmonised the Post-distribution Monitoring (PDM) tools and partners will conduct PDM after the distribution. The cluster will compile monitoring reports shared by the partners and the cluster will consolidate all findings and will share the consolidated findings with the partners. The PDM will help to understand the preferences and concerns of beneficiaries, accounting for age, gender and diversity, and will include specific questions to identify risks and barriers, and will also contribute to improve the quality of future interventions.</p>
<p><b>Annexes</b></p>	<p>Annex 1: List of regional focal point. Annex 2: Shelter kit guidelines Annex 3: NFI kit guidelines Annex 4: Shelter typology guidelines Annex 5: SAG terms of reference Annex 6: Common assessment framework</p>