

# Somalia Shelter Cluster Strategy 2018

## Executive Summary

The massive needs arising from the unprecedented drought induced displacement crisis of 2017 necessitates that the Shelter & Non-Food Item (NFI) Cluster will for most of 2018 continue focussing assistance and support towards the improvement of living conditions of Internally Displaced Persons (IDPs) living in settlements for improved protection and health outcomes. In addition, more sustainable solutions will be considered for IDPs who have opportunities to integrate locally, or return to areas of origin, returning refugees and vulnerable members of host communities. Most of the IDPs continue to be hosted mainly in urban and peri-urban areas around Mogadishu, Baidoa, Kismayo and Gaalkacyo.

With the overall humanitarian situation deteriorating significantly throughout 2017, an estimated 1.1 million older, protracted IDPs received significantly less assistance than in previous years, despite increased vulnerabilities and risks. As a result, the cluster will in 2018 prioritise assistance to those who got displaced in 2017 but who received little or no assistance, as well as IDPs in protracted displacement. Additionally, the cluster acknowledges that a majority of IDPs displaced by the drought will not be able to return to their homes / places of origin, even if they wish to do so, before mid-2018 *Gu* rains that are also forecasted to perform below average.

## Humanitarian Context Analysis

The humanitarian crisis in Somalia remains among the most complex and longstanding emergencies in the world. According to OCHA, nearly 5.4 million people, will need humanitarian assistance and protection, of whom 2.7 million will require urgent life-saving assistance. The ongoing conflict between AMISOM (Africa Union Mission in Somalia) backed Somalia National Forces (SNF) and armed non state actors continues to undermine the resilience of communities, triggering displacement and impeding crisis-affected civilians' access to available, yet limited basic services as well as

humanitarians' access to those in need. The HCT's centrality of protection strategy identifies 'exclusion and discrimination of socially marginalized groups' as further contributing to high levels of acute humanitarian needs along with the lack of protection among some of the most vulnerable. The ongoing drought, which began in northern Somalia in mid-2015, taking place in a context of armed conflict, has displaced over one million people in Somalia since the beginning of 2017, mainly from rural areas to urban centres. This recent upsurge in displacement has increased protection concerns and disease outbreaks while exacerbating existing vulnerabilities, particularly among women, children, the elderly, persons with disabilities and those from marginalized communities.



Figure 1 - Evictions in Mogadishu's km 13 area - DRC 2017

The upsurge in displacement has doubled the number of those internally displaced by previous crises in Somalia to well above two million persons. Displacement from rural to urban areas has significantly impacted the demographic patterns of the country, and has led to urban congestion and overcrowding. This has put additional pressure on scarce resources and services in cities and towns, and contributed to the inflated property rates, resulting in housing, land and property rights violations, such as forced evictions, multiple land claims and land grabbing. Overcrowding and congestion in urban areas is further increasing the risk of disease outbreaks due to limited access to safe water, -poor sanitation, and overburdened social services. Exploitative relationships between IDPs, landowners and informal IDP settlement managers ('gatekeepers') are recurrent, affecting IDPs' access to assistance, protection and information, and increasing vulnerability and risk of forced eviction<sup>1</sup>.

Despite improvements in governance and stability, the country continues to be plagued by weak institutions. Improvements in humanitarian coordination, thanks to the Ministry of

<sup>1</sup> HLP Sub Group, Protection cluster.

Humanitarian Affairs along with a scale up in humanitarian assistance during 2017 helped prevent the drought and displacement crisis from slipping into a famine<sup>2</sup>

The 2017 *Deyr* (October-December) rains started late in several areas and performed below average in most parts of the country. This constitutes the fourth consecutive season of poor rainfall in Somalia, limiting pasture generation and water availability, reducing rain fed crop harvests and exacerbating already high levels of acute food insecurity. This has implications for early returns of those displaced by the drought in 2017, which are expected to delay until the second half of 2018, following a below normal but overall improved 'gu' rains.

With the overall access situation constrained, access to markets and availability of essential items are significantly impacted by challenges to transportation of supplies to hard-to-reach areas, conflict and poor or limited infrastructure.

## Needs Assessment Overview

Due to massive new displacements caused by drought in 2017, alongside the ongoing conflict, cluster partners essentially focused efforts towards Emergency Shelter and NFIs provision, to the newly displaced in 2017. Other new displacements were a result of floods occurring in the riverine areas of Hiran, middle and lower Shebelle. Many of the newly displaced settled in urban and peri-urban areas where they could effectively access assistance, or be accessed, adding to an already protracted displacement situation. Following an already familiar pattern, the newly displaced often joined existing settlements or formed new ones. As 2017 drew to a close, incidences of forced evictions surged, adding to other secondary displacements.

**Affected Population** - According to UNHCR-led PRMN<sup>3</sup> report of November 2017, close to 1.1million new IDPs had joined the already existing 1.0 million protracted IDPs, against projections for limited returns during the first half of 2018. The November 2017 PRMN data reported the major cause of displacement in Somalia in 2017 to be the drought (874,000), especially for the IDPs arriving in

Baidoa (256,252) and Mogadishu (248,091) which accounted for more than half of the those displaced in 2017. Conflict and insecurity accounted for 188,000 displaced between January and November 2017, with floods adding an additional 7000 persons. Conflict and insecurity have driven displacement in particular in Lower Shabelle, Middle Shabelle, Hiraan, Gedo and Galgaduud regions. Moreover, forced evictions of IDPs resulted in secondary displacement of approximately 200,000 IDPs in various towns across Somalia in 2017; 153,800 are in Mogadishu alone<sup>4</sup>. With IDPs continuing to be at risk of rights violations, including physical attacks and further displacement, they are unable to pursue more durable solutions for their situation<sup>5</sup>. In addition also, many of the hosting communities continue to have the same or similar needs as facing the displaced and the returnees, and carry an expectation of benefitting from the limited assistance provided by humanitarian partners.

The most vulnerable IDPs are usually those living in informal settlements, often from marginalised groups that do not have the option of staying with relatives or host communities, a situation that could afford them more security and protection. They also live in extremely poor and overcrowded living conditions with limited access to water, food 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. In addition, some IDPs also live in abandoned (mainly public) buildings. The sites often have weak tenure security arrangements, with inhabitants facing varying risks of eviction, and 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.

Multiple reports and assessments across Somalia point to shelter as being the third top priority of need among the newly displaced IDPs, the other priority needs being food and water;

<sup>2</sup> OCHA Humanitarian update

<sup>3</sup> Protection and Return Monitoring network, run by the Protection Cluster and implemented by UNHCR and NRC

<sup>4</sup> Protection / HLP Sub Cluster monitoring on evictions

<sup>5</sup> Protection cluster

- *In a Settlements-assessment conducted by REACH in Baidoa in April 2017, 82 per cent of the assessed households cited Shelter as a priority need. In the same report, a considerable number of households is reported to live in emergency (57 per cent) or temporary (27 per cent) shelters that required replacement in a few months' time, or upgrade to more durable shelters due to the limited lifespan of the materials used. A total of 87 per cent of the households surveyed indicated having no floor covering material whose situation tends to worsen when it rains. In addition, only one per cent of the households had an acceptable NFI score, a result of not having sufficient access to basic non-food items (NFIs).*
- *According to the preliminary results of a Joint Multi-Cluster Needs Assessment (JMCNA) conducted by REACH, shelter was mentioned among the top three priority needs in 17 out of 30 districts, although the population frame was not composed of IDPs only. More than 50 per cent of the respondents' shelter structures were makeshift structures covered with plastic sheeting, with approximately 25 per cent reporting damage to their shelters. Post-returns monitoring by UNHCR similarly highlighted access to education and housing as major gaps.*
- *A safety audit of IDP settlements undertaken by UNICEF and UNFPA SGBV working group in October 2017, with inputs from the Shelter and other Clusters active in IDPs settlements highlights worrying safety and security conditions of most IDPs settlement that suffer from poor planning and shelters made of poor quality and flammable materials<sup>6</sup>.*

Accordingly, the findings of the above assessments/studies/ reports and observations shared by several cluster members indicate that most shelters found in the settlements do not meet the sphere minimum recommendations for 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<sup>7</sup>. Newly displaced IDPs continue to be in immediate need of life-saving emergency/temporary shelters and NFIs, whereas protracted IDPs are 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 additional 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, often paid for with part of the humanitarian assistance provided.



## Overall Response Planning 2018

Overall Response Strategy. 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. Transitional and permanent shelter support will also be considered after due consideration to the nature and phase of displacement (protracted, local integration or return) as well as prevailing security of tenure.

Throughout 2018, the cluster will provide basic household emergency shelters and NFIs to those displaced in 2017 and who did not receive support, and those to be displaced 2018. NFIs replenishments will be considered for in-need IDPs in protracted displacement situation, informed by needs assessments. The emergency shelters will include tools for erections and will vary in content depending on the assessed needs of the population being assisted. Considering 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

<sup>6</sup> Report at draft stage at the time of writing this strategy.

<sup>7</sup> Protection Cluster

sick and elderly. Following the HCT's centrality of protection strategy, targeting of settlements and selection of beneficiaries will especially look out for, and aim to include marginalized and discriminated communities by, inter alia, having them represented in beneficiary (or settlements') representation committees that make decisions on behalf of beneficiaries.



Figure 2 - a crowded settlement in Mogadishu's km 13 are - DRC 2017

IDPs in protracted situations will be provided assistance to undertake improvements, repairs or upgrades to their shelter and settlements' physical 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 Shelter Cluster will work closely with the CCCM Cluster and other clusters (WASH, Protection) 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 and documentation of settlement infrastructure. Likewise, the transitional solutions offered are dependent on a reasonable, medium-term security of tenure.



IDPs who opt to integrate or return to areas of origin will be provided material, financial and technical assistance to support their 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.

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 their own shelters. Beneficiaries will be responsible for purchasing, or collection of materials (in case of vouchers), supervision and monitoring of the shelter erection process; partner's technical personnel will support with technical supervision and monitoring. Additional care and support will be availed to households that suffer from lack of capacity to oversee their shelter constructions. Partners and beneficiary committees 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.

To the extent possible, shelter interventions will encourage and promote the use of locally harvested (and processed) 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 livelihoods and reduce the proportion and cost of imported content. Thus, the cluster intends to continue with older initiatives that sought to address concerns of local building culture, 'building back safer' and the capacity enhancement of shelter technical personnel. In this regard, clear and specific alignments will be made to collective outcomes under the Resilience and Recovery Framework (RRF) that aims at addressing the divergence between short term humanitarian interventions and development programming. More specifically, shelter interventions ought to contribute to employment creation and livelihoods. Adding to this will be capacity building support for local NGOs and Authorities, to enhance their capacity to deal with long term humanitarian and development needs.



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. The training will further target informal settlement managers and individual households' capacity to negotiate appropriate land use/ rental agreements. Partners will be encouraged and supported to work more closely with the local authorities to simplify and legitimize any tenure agreements reached between beneficiaries and land owners.

The cluster understands, and acknowledges that there cannot be meaningful protection of IDPs if those who host them do not, in return, benefit from having to share their land and resources, by also receiving part of the assistance and services provided by humanitarian agencies. Therefore, vulnerable members of the host communities will also be targeted for assistance, following assessments. 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, quality and pricing of Household non-food items in seven towns in Somalia, following an initial NFI market assessment in March 2017. The main findings of the assessment 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. In 2018, however, shelter partners will strive to increase the ratio of market-based assistance and 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.

In addition, the cluster will put in place mechanisms for regular monitoring of markets for NFIs and shelter materials along with those of other commodities of interest to humanitarian partners.

Cross cutting issues - The main cross cutting issues of concern to 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. Moreover, the targeting and selection of beneficiaries should ensure that marginalised groups are adequately represented in selection committees that follow an agreed vulnerability criteria. Materials sourcing and use, along with settlement development activities should have due regard to the environment, creating the least impact. To ensure that these cross cutting issues are comprehensively addressed, partners will be required to report and account for commitments and progress made to beneficiaries, which are all central to quality programming and interventions.

## Monitoring Framework

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

- SO1: Provide life-saving and life-sustaining integrated multi-sectoral assistance to reduce acute humanitarian needs among the most vulnerable people.
- SO3: Reinforce the protection of the displaced, and other vulnerable groups at risk.
- SO4: Support the restoration of livelihoods, promote basic services to build resilience to recurrent shocks, and catalyse more sustainable solutions

### Cluster Objectives

**Objective 1:** Contribute to the protection of newly displaced people, IDPs / refugee returns and those affected by natural hazards. Contribute to SO1, SO3

#### Indicators

- Number of people in need of emergency assistance receiving appropriate NFIs through in kind distribution, vouchers or cash mechanisms. Target =450,000
- Number of people in need of emergency assistance receiving relevant emergency shelters through in kind distribution, vouchers or cash mechanisms. Target = 300,000

**Objective 2:** Improve the living conditions of the protracted internally displaced persons (IDPs). Contributes to SO3

#### Indicators

- Number of protracted IDPs provided with safe and habitable shelter<sup>8</sup> with appropriate land tenure security.<sup>9</sup> Target = 72,000
- Number of protracted IDPs receiving non-food items through in kind distribution, vouchers or cash mechanisms. Target = 300,000

**Objective 3:** Contribute to durable solutions for IDPs that have opportunities to locally integrate and IDPs/ Refugees returning to their places of origin. Contributes to SO3 + SO4

#### Indicators

- Number of locally integrating IDPs, returning refugees / IDPs provided with access to safe and habitable shelter with appropriate land tenure security. Target = 30,000

### Cluster Activities & Indicators

- Selection and registration of beneficiaries, broken down by gender and age
- Indicator: # of Beneficiaries assisted. To be broken down by gender and age

<sup>8</sup> Both Permanent and Transitional shelter fall under this definition

<sup>9</sup>Land tenure agreements range from *no agreements; informal agreements; lease agreements; permanent land tenure*

- Set up Complaints and Feedback mechanisms  
Indicator: % of complaints addressed / resolved
- Market assessments to decide modality of assistance  
Indicator: # of Market assessments undertaken and reports shared
- Procurement / Distribution of in kind NFIs / Emergency Shelter kits  
Indicator: # of Non Food Items (NFIs) distributed  
Indicator: # of Emergency Shelter kits (ESKs) distributed  
Indicator: # of Plastic sheets distributed
- 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  
Indicator: Value of vouchers (in US\$) distributed / redeemed  
Indicator: Amount of cash (in US\$) distributed
- Construction skills trainings  
Indicator: # of skills training conducted  
Indicator: # of Persons trained. To be broken down by gender and age
- Erection of Shelters  
Indicator: # of Shelters constructed and handed over
- Post Distribution Monitoring – PDMs – For NFIs  
Indicator: # of Post Distribution Monitoring (PDMs) conducted
- Post construction monitoring for shelter  
Indicator: # of Post Construction Monitoring (PCM) conducted
- Advocate for / Process / Acquire land tenure documentation  
Indicator: # of tenure documents processed / issued / registered
- Settlement (re)planning trainings  
Indicator: # of settlements planned  
Indicator: # of persons trained in settlement planning
- Conduct Infrastructure mapping  
Indicator: # of infrastructure mapping exercises conducted and reports shared
- Interim and Final Reporting  
Indicator: # of reports submitted

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*agreements, communal land tenure agreements - rental programmes are also included in this approach.*