

GUIDANCE NOTE

Sustainable Shelter Solutions

GAROWE



Shelter Cluster Somalia
ShelterCluster.org
Coordinating Humanitarian Shelter

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Introduction to Sustainable Shelter Solutions

The Shelter Cluster's main target population for 2016 is restricted to internally displaced persons. The current SC strategy targets 480,000 displaced persons. The Shelter Cluster strategy has three main objectives: Emergency, Transitional and Durable Solutions. Capacity-building and a coordination component has been embedded within all of the pillars.

The Somalia Shelter Cluster (SC) has historically provided emergency assistance to newly displaced people affected by natural and human-caused disasters (e.g., flood, fire, drought, conflict and evictions). However, with the overall security situation having improved since the beginning of 2013, the cluster is placing more of an emphasis on sustainable shelter solutions for protractedly displaced persons and is moving away from ONLY lifesaving activities. As durable solutions are not achievable in all protracted situations, there is also a need to stabilize the living conditions of these communities through a sustainable approach. Transitional shelter solutions that are relevant to the displacement situation, and which take into account prevailing tenure considerations will be provided in protracted IDP settlements that have traditionally been located in and around the urban centres of Somalia. The concept of transitional shelter¹ covers all interventions from upgraded shelter kits to hybrid solutions. The typology will depend on factors including land tenure, funding levels, specific needs, agency experience, support from local authorities and location of the internally displaced persons settlements, and beneficiaries' preferences.

Sustainable shelter solutions are a strategic focus of the SC. The needs to accomplish durable solutions in rural and urban settings vary widely in the Somalia context and is challenging for long-term programming. It would be impossible in the near-term to accomplish all the criteria required to achieve durable solutions for IDPs and returnees (IDPs and refugee returnees). This is mainly due to problems related to land tenure, IDP legal rights status, and low humanitarian funding levels. The SC, as a humanitarian coordination body, focuses on sustainable shelter solutions to ensure that communities are more resilient to future shocks. Sustainable shelter approaches need to be addressed as a holistic package and need a strong integrated approach with all other sectors (e.g., water, sanitation, and hygiene (WASH, education, health). The Shelter Cluster has identified 7 key concepts that show that "*A shelter is more than a roof*": (1) HLP (2) Site and settlement planning (3) Owner Driven Approaches and community participation (4) Protection Mainstreaming (5) Localized Solutions (6) Building Back Safer and (7) Modalities.

¹ See definition paper on Sustainable Shelter Solutions: www.sheltercluster.org

Background and overview Garowe

Garowe (Somali: Garoowe, Arabic: غاروي) is the administrative capital of the autonomous Puntland region in northeastern Somalia. In the early modern period, the area was ruled by the Majeerteen Sultanate. It would later be incorporated into Italian Somaliland. Following independence, Garowe was made the center of the Garowe District. Garowe is located in the Nugaal region, and is the seat of the Puntland parliament, presidential palace and government ministries. A fast-growing city, it has also evolved into a local media and cultural hub.

UNHCR reported in 2012 that Garowe hosts around 10,000 internal displaced persons, but the latest official estimate is outdated. IDP settlements in Garowe are very protracted (some more than 15 years) and have fewer intentions to go back to their places of origin. The existing IDP settlements have expanded and grown since the last estimate due to droughts, the recent Yemeni crisis (with many Somali refugee-returnee families have come), rural-urban migration and other displacement options. Therefore, UNHCR is funding a registration exercise in all existing IDP settlements in Puntland led by the government and starting in Garowe. This will help to get an updated number on the internal displaced populations that are residing in the urban centres. UNHCR has done intention surveys with the IDPs in Garowe where more than XXXX% opted to locally integrate. In total there are around 17 settlements in Garowe housing around 3376 families (according to the latest secondary data that is available). The 17 settlements are located in three main areas: Jilib, Jawle and Ajuuran.

The Shelter Cluster partners are also going to implement the infrastructure mapping exercise which will provide good data on the level of basic services that the IDPs access now. It will also help to get an overview of the differences in-between the relocation sites Jilib and the other more informal settlement types and will hopefully provide interesting facts on community led initiatives in local integrated sites.

History of Shelter projects in Garowe: NRC and other shelter cluster partners have provided transitional shelter to IDP settlements in Garowe (Jawle and Ajuraan settlements). Two different typologies have been used in the past: the Corrugated Iron Sheet CGI and the Hybrid shelter (which has a solid foundation and lower wall). World Vision International WVI (through development funding) has also contributed to durable solutions and constructed 600 houses in Jilib settlement in Garowe (and another 600 houses in Burtinle). The land was donated through the government to the beneficiaries through permanent land titles. 50% of the beneficiaries of the WVI project were part of the host community. A strong component on integrated programming was used, based on an owner driven approach. Solar lighting, a school, health centre, community agricultural land (400*50 meters), waterpoints and latrines were incorporated according a well-defined settlement plan.

The Government of Puntland has come forward with another very interesting plot of land for permanent land tenure looking at local integration projects for both IDP and host community families. The permanent land is located not too far from town and close to the other relocation site Jilib. The site has a dry river running through the plot and is surrounded by a nice hilly area with potential interesting sand/stone quarry sites. NRC, through its ICLA team has already come forward with a small budget to provide support in visibility, the land tenure documentation and the site planning. There is a strong potential to use this interesting site as a pilot and example project for local integration building on-top of the lessons learned of the permanent shelter project of WVI in Jilib.

The case of evictions in Jawle settlements: In 2010 the Puntland government relocated all the IDPs in the town to outside of the city. The rationale behind their relocation was to open new roads for the city and to reduce the congestion of the settlements. The government negotiated with private landlords at the time and found a plot of land with a land tenure of 5 years, which is now coming to

an end. The landlords have already initiated to collect rent from the residents. Those who can't pay the rent were evicted from the settlement, either through forced or voluntarily evictions. Some families even did not have the time to recover their materials. Government and shelters cluster have started to look for alternative land to prevent the eviction and to promote durable solutions. After a long search, the government has presented a permanent land donated by one of former regional governors; the land is now available and the government has called upon the shelter partners to start providing permanent shelters, site demarcation and planning. The government has also promised to conduct regular counter check on the evictions and will continue to advocate reducing evictions.

On the 16th of March 2016, the Shelter Cluster coordinator had a meeting with the different government counterparts and ministries: Ministry of Interior, Director of Social Affairs, Mayor and Director of IDPs. The meeting was opened with an introduction of the MoI, followed by all other stakeholders. A main discussion point was the ban on the one-room shelter due to local and cultural practices. The Shelter Cluster Coordinator congratulated the government ministries on the progress that has been done in the last 5 years since he has started to visit Somalia and in particular Puntland. Since 2011, advocacy for improved land tenure has been key throughout the work that the government has initiated together with the humanitarian actors. It is furthermore a great achievement to have obtained a site for local integration purposes with permanent land tenure for the IDPs and the host communities. The Shelter Cluster coordinator provided an overview of the new Strategic Operating Framework of the Shelter Cluster and the 7 key concepts behind the idea that *'shelter is more than just a roof'*:

- Everybody agrees that due to local and cultural habits, it is important to advocate for a two-room permanent shelter as a final durable solution. It was advised nevertheless to remain flexible towards humanitarian organizations and donors. In general, humanitarian donors are not too interested to invest in permanent shelter as a product, but are interested in providing support in providing sustainable shelter solutions through transitional shelter approaches. Therefore, it is important that within the overall vision for durable solutions for IDPs in Puntland, flexibility will need to be provided for humanitarians where these activities contribute to the overall goal and vision.
- Land tenure is the most crucial part of a durable solution. The Shelter Cluster Coordinator emphasized the great work and progress that has been done regarding the permanent land tenure regarding the plots of land. From recent lessons on other local integration projects, it was noticed that the land tenure problem is wider than just only the land tenure of the plot. More emphasis needs to be put on the access to the natural resources that are surrounding the relocation site. IDPs should also have the right to access to grazing lands (for goats), access to a community garden (including in the site plan), access to the berkads, access to public water sources and last but not least access to the natural resources surrounding the relocation site (like sand and stone quarries).
- A strong emphasis should also be put on owner driven approaches. Again, learning from discussions with communities and from experiences in other humanitarian contexts, shelter through an owner driven approach (when designed accordingly and with existing/functional markets) can have a much bigger impact on the overall outcome. Engagement of the beneficiary in the project provides the necessary ownership. Furthermore, the beneficiaries (with guidance, capacity building and support) are able to get a much better value for money. There have been many examples where owner driven approaches (again well designed) have ensured a better overall quality of the construction.
- The use of local building cultures is very crucial in large scale shelter projects looking at urban poor populations.
 - Learning from former projects in and outside Somalia, we often promote longer term solutions that are not adapted to the population we are serving. They are often not able to replicate this building technique due to the high costs involved.

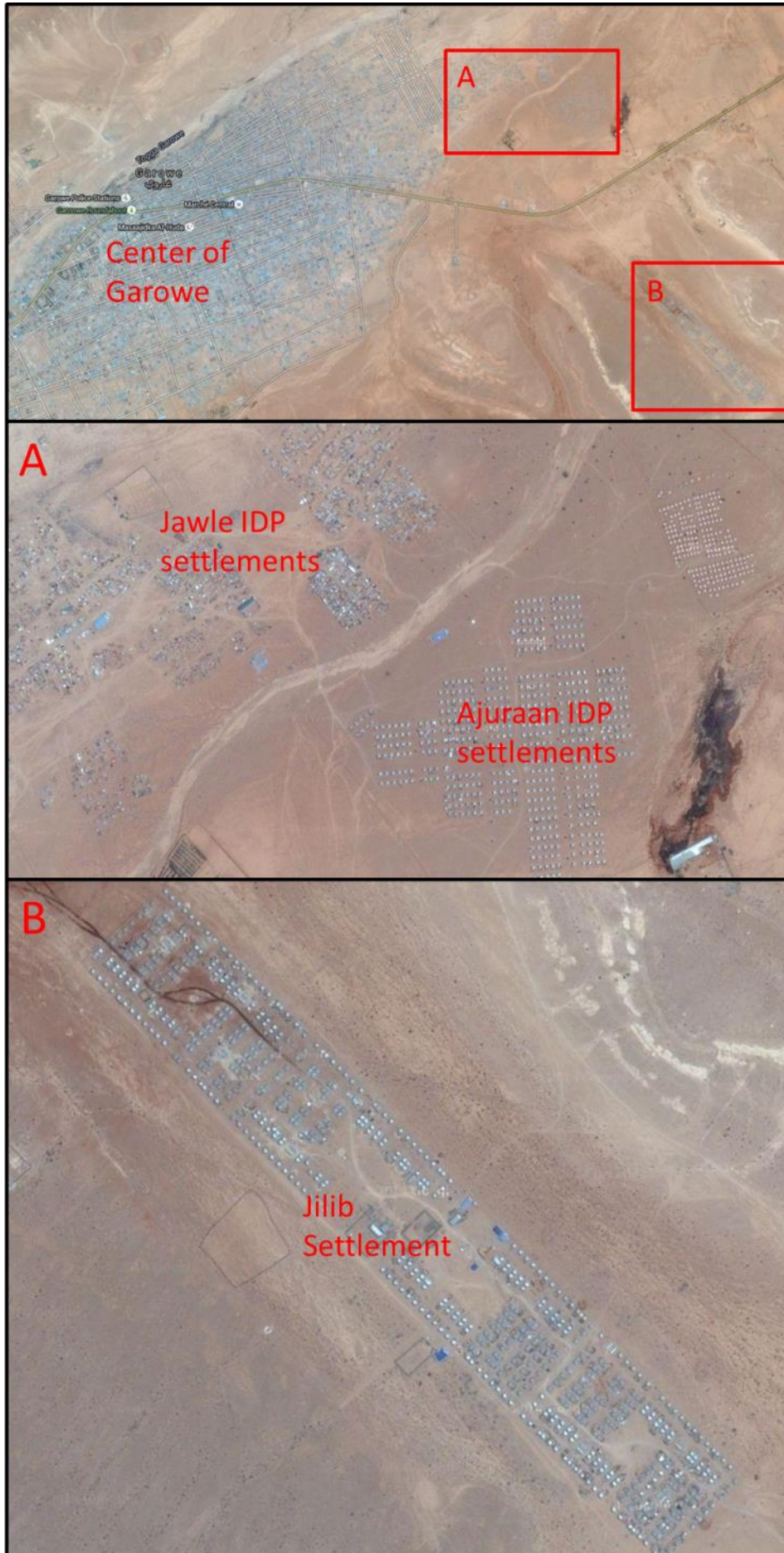
- There is an incredible potential in promoting local building cultures in this relocation project. We (as humanitarians and development actors) often come with the cement-based building practices (that have only come into existence in the world during the industrial revolution in 1850).
- Local building cultures (using existing, local and free materials) have not been promoted although they have been used for centuries all around the world.
- A thorough analysis on local building practices and a survey on the materials in and around the relocation site should provide the necessary answers to many of these questions. Opening up public resource sites for beneficiaries could promote the sustainability of the approach.
- Only recently an article in the Kenyan newspaper was circulated in promotion of earth as a building material: <http://www.nation.co.ke/lifestyle/DN2/Lowly-earth-now-deemed-perfect-building-material/-/957860/3140094/-/x1p4aa/-/index.html>
- Site and settlement planning are an important aspect of durable solutions. UNHABITAT, government counterparts and shelter partners should work closely with the communities in developing this site plan. The site plan should take into account the resources available on the site, including geology and space for public services. Community gardening (as in Jilib settlement) should be incorporated for additional livelihood for the population.
- Strong advocacy will need to be done through all actors as durable solution is much more than just shelter and land tenure. WASH, education, health, protection and livelihoods actors will be crucial in this process.

This guidance note should be utilized as a advocacy tool to show the linkages that are needed in-between humanitarian and development actors in Somalia. It should also promote linkages in-between traditional and non-traditional donors (like Saudis, Qatari and Turkish governments).

Annex: table of known IDP settlements in Garowe

S/N	Settlement name	Estimated number of HHs	Date of first arrivals
1	Jawle 2 (CGI site)	575	2012/2014
2	Ajuran	479	2015
3	Siliga	190	2014
5	Riiga	132	2014
6	Al aamin	57	2012
7	Khayrad	31	2012
8	Banadir	92	2012
9	Buundo	33	2012
10	Cam4	61	2012
11	Hiran	79	2012
12	Lafo-Barkato	81	2012
13	Marka	42	2012
14	Muse Rotile	66	2012
15	Shabelle	282	2012
16	Waberi	176	2012
17	Jilab (Permanent site)	600	2012
18	Yemen camp	400 (this information conformed chairman of the settlement and local authority)	2012

MAPS



Improved understanding and advocacy of Land Tenure (HLP)

Housing, Land and Property rights protection is an overarching thematic priority of the Protection Cluster and has taken a strong leadership in 2015 to get relevant actors working together in better understanding land tenure security and its fundamental nature for the security of persons, for dignified living standards and for self-reliance.

The lack of access to housing, land and property rights, including insecurity of tenure, is major obstacle to more sustainable solutions to displacement. As a result, forced evictions are likely to further rise as the security situation stabilizes, urbanization continues, land values rise, and foreign and domestic investment increases. There remains an urgent need for improved transitional and permanent shelters that offer more protection, privacy and dignity over longer periods of time; this in turn requires improved security of tenure that Shelter and Protection clusters are striving to enhance, alongside with improved protection and prospects for durable solutions.

Most land in Somalia is privately owned. Dominant clans control land and are often hesitant or unwilling to sell land to outsiders or members of other clans. Lack of access to land and insecurity of tenure are major obstacles to durable solutions and represent a root problem that must be addressed in order to affect change. In urban areas of Somalia, forced evictions are common and likely to increase as the security situation stabilizes, urbanization continues, and foreign and domestic investment increases. Rural-urban migration and growing urbanisation add their own complexity to the situation, as these are global phenomena in developing countries that need to be taken into account.

The SC uses the concept of due diligence as a standard for all sustainable shelter solutions decisions pertaining to Housing, Land, and Property (HLP). This concept requires shelter actors to: (1) achieve as much legal certainty about land rights as is reasonable, given the context and constraints on resources and time; and (2) reduce, as much as possible, the risk that the construction of shelter causes or contributes to increasing tensions and conflicts around land; and (3) avoid future eviction of the beneficiaries.

Specific for Garowe: Since 2012, the government in Puntland has been trying to obtain land for durable solutions projects. WorldVision has succeeded in a permanent shelter project where 50% of the beneficiaries were IDPs that were willing to locally integrate. At the end of 2015, the Government of Puntland was able to obtain a large plot of land that was donated by a Somali land owner specifically to provide longer term solutions to IDPs and vulnerable host communities. The permanent land is located not too far from town and close to the other relocation site Jilib. The site has a dry river running through the plot and is surrounded by a nice hilly area with potential interesting sand/stone quarry sites.

Due to the problematic nature of the evictions of many settlements in the Jawle area, there is a need to speeden up the process. Therefore, all actors (including humanitarian and government counterparts) agreed in writing a guidance note looking at durable solutions and advocating this to both the traditional and non-traditional donors. All roles and responsibilities regarding the pilot will be further explained in the guidance note.

NRC, through its ICLA team has already come forward with a small budget to provide support in visibility, the land tenure documentation and the site planning. There is a strong potential to use this interesting site as a pilot and example project for local integration building on-top of the lessons learned of the permanent shelter project of WVI in Jilib.

Improved understanding of Localized Solutions, Building Back Safer and Owner Driven approaches

Linked to the move toward owner-driven approaches and community participation is the concept of **localized shelter solutions** for transitional and permanent shelter. This concept prioritizes the local building practices and materials in shelter construction. The assumption is that local communities know best what materials work for their local environment, what shelter design is most appropriate for the culture and climactic context, and how to maintain shelters built in these ways. The role of the SC is to use localized solutions as a foundation upon which to provide technical and financial support for the highest quality and most appropriate shelter possible. Community participation and ownership are underlying themes that are embedded in all cluster activities, with a strong focus on shifting away from contractor-driven to owner-driven approaches.

A key concept to ensuring sustainable shelter solutions are, indeed, sustainable is that of **building back safer**. Often when vulnerable groups are displaced and decide to settle in a new location, resources and knowledge are limited to ensure that the new shelter is resistant to future natural hazards. When SC partners employ the concept of building back safer, they are ensuring that households and communities understand how to be prepared, find a safe location to build, consider the house's shape and position when constructing the shelter, build a strong foundation, tie-down the structure from the bottom-up, include bracing, form strong joints, and construct a strong roof. The SC advocates that building back safer be integrated into all SC partner designs. More information can also be found on the training pages on the sheltercluster.org.

In the Somalia context, contractor-driven approaches have been the preferred labour assistance method due to difficult access, clan-based tensions, political support, availability of skilled labour and existing capacity. Since the beginning of 2011 in Somalia, there has been a step-by-step approach to increase the inclusion of the beneficiaries in all parts of the process, from the project set-up until the construction itself and the handover. In **an owner driven approach**, the prioritization of needs and the decision-making are in the hands of the affected families, giving them ownership of their project. Owner driven does not imply that the affected family should provide construction labour, but it requires that they manage the reconstruction with technical assistance. Owner driven projects are defined by three fundamental requirements: (1) participatory process of decision-making, (2) adequate technical support, and (3) adequate financial assistance.

Specifically for the Garowe context, it has been very difficult to promote the use of local materials, like mud mortar, quarry-stone construction and soil blocks. Nevertheless, owner driven approaches have been introduced by NRC and WVI in the construction of the respective hybrid shelters in Ajuuran and the permanent shelters in Jilib settlement. A combination of cash grants and direct distribution of materials was done in both approaches, where the beneficiaries (after some capacity building by the NGOs) would find their own labour force and co-supervise the construction of their shelter with the technical supervisors of the NGOs.

As mentioned in the introduction to shelter in the Garowe setting, there are possible interesting natural resources that can be incorporated in the construction process. Sand and stone quarries are probably available, water-resources can be shared with the surrounding communities,... The Shelter Cluster has worked in the past with CRATERRE, a French based organization linked to the university of Grenoble and with more than 35 years of experience on local building culture in the African context. Advocacy to get experts on local building cultures will be crucial to the success of this pilot project in Garowe.

Recommendation: pilot design in Garowe

On the meeting with the government on the 16th of March, it was decided to work closely together on a guidance note regarding sustainable shelter solutions and building towards a communal vision that can help advocate towards durable solutions to both humanitarian and development actors.

As the evictions in some settlements in Jawle area, it was decided to include a work-plan in this document looking at the overall relocation of the permanent land.

1. It will be important that the IDP profiling starts as soon as possible. The government has already received a grant from UNHCR and the exercise should start soon. The Protection Cluster has offered to provide guidance and technical support for the profiling building on the experience of profiling IDPs in Hargeisa and Mogadishu in 2015.
 - a. Action point: government/UNHCR to provide an update on a realistic time-frame.
2. IDP infrastructure mapping exercise. Shelter Cluster included this on the last meeting that was held also on the 16th of March. All partners agreed to contribute to this exercise. The regional SC coordinator will ensure a coordinated approach:
 - a. SC has already drafted the concept note of the mapping exercise and this has been shared with the other actors.
 - b. SC to hold the training for teamleaders/enumerators in the third week of April.
 - c. SC partners to collect data on the different IDP settlements fourth week of April
 - d. SC secretariat to provide feedback during the data collection and provides a draft report on the mapping exercise by 2nd week of May.
3. As the evictions are imminent, it will be good to discuss with the current land lords that we are working on this vision. It would be most ideal that no eviction happens before the land has been demarcated and planned. In this way, the evicted households could immediately be relocated to the relocation land.
 - a. Government, UNOCHA, Shelter cluster and other stakeholders to advocate to the land lords on the overall project: continuous.
 - b. UNOCHA and all clusters (under guidance of Protection Cluster) to work closely with the ICLA team of NRC regarding land tenure and evictions.
 - c. Once land has been demarcated and IDPs have been profiled, IDPs could be assigned with a plot.
4. Survey of the relocation site: NRC (ICLA team) has come forward with a small budget to make a site plan. First a full survey needs to be done, looking at the geography, geology, surrounding landscape, natural resource sites (sand, water, quarry, earth...).
 - a. Shelter Cluster to take a lead for a survey of the relocation site, mainly looking at taking GPS locations. It would be also good to take some samples of different soil types in the neighborhood (always taken 80cm deep as top soil normally has too many organic materials inside).
 - i. Shelter Cluster partners to take soil samples and take initial GPS points and pictures: second week of April
 - ii. Soil samples to be sent to Nairobi with UNHAS. Puntland government to provide necessary documentation to send soil samples to Nairobi. Third week of April
 - iii. Shelter cluster secretariat in Nairobi to do preliminary testing of soil: fourth week of April.
 - iv. Shelter Cluster to make a draft report to the government: first week of May. This report should include also recommendations regarding the use of natural resources surrounding the site.
5. Site and settlement plan: UNHABITAT and other Shelter partners have provided in the past some support in making settlement plans. A strong element on inclusion of public services and even community gardening is recommended. Further discussions are necessary to be held at field level to see what capacity is lacking.

- a. Site planning taskforce in Garowe to be established with all technical people on board. Government and shelter cluster to lead the process.
 - b. First draft of site plan to be presented to the government: 2nd week of May
 - c. Final draft to be resubmitted: 4th week of May
 - d. Final site plan to be approved: 1st week of June
6. Once the site plan has been finalized, it will be important to get the necessary money to demarcate the area and make the final plots:
 - a. Shelter partners and other organizations to draft a tentative budget of how much this will cost, including visibility on the site. Demarcation document is drafted with roles and responsibilities of the different stakeholders.
 - b. Land is demarcated. By end of June, the land should be demarcated and the IDPs should be able to be relocated.
7. Meetings should be held with the IDP communities and the host communities regarding the joint usage of the natural resources in and surrounding the relocation site:
 - a. Field visit to be held with the IDP committees to visit the land.
 - b. Meetings in-between IDP committees and host communities
 - c. Final understanding in-between all stakeholders on the use of local resources surrounding the relocation site.
 - d. **Dates to be incorporated**
8. Pilot-project looking at localized solutions (one-room shelter). Once everybody agrees on the use of local resources surrounding the relocation site, a thorough pilot can be done to build two different typologies.
 - a. Preparation of two different BoQs and plans to build with local materials. One could be the hybrid shelter and the other could be the quarry stone with mud mortar/reinforced foundation. It will be very important to keep the cost of both pilots similar in order to give the beneficiaries with an informed choice.
 - i. BoQs and plans to be prepared by fourth week of April.
 - ii. Probably the hybrid shelter will have a bigger space from the beginning as it could be cheaper to build.
 - b. Piloting of the two different typologies in the field according to owner driven approach and the use of cash-for-work for collection of stones. This can be started once the land has been demarcated.
 - i. Pilot to start in June on the relocation site
 - c. Discussion with the beneficiaries on the different typologies and the differences.
 - i. Visiting of pilots by beginning of July.
 - d. Agreement on which typology or typologies to approve.
9. Once the IDPs have been registered and profiled, permanent land title deeds need to be provided to the beneficiaries.
10. Once the pilot of the different typologies has been done, a BoQ and plans for a two-room shelter will be developed. The BoQ will be divided into two sections: one section that will be used to advocate towards humanitarian donors (mainly looking at cash for shelter) and a second section to be used by the government to advocate towards non-traditional donors like the Qatari and Saudis (mainly looking at materials for shelter).
11. Government of Puntland and Shelter cluster jointly invite all donors to this pilot project to get all parties on board and fund-raise for the joint project looking at bringing humanitarian, development and non-traditional donors on a same vision towards durable solutions.

