

# **EMERGENCY SHELTER NFI CLUSTER**



## **STRATEGIC OPERATIONAL FRAMEWORK**

February 2012

## STRATEGIC OPERATIONAL FRAMEWORK

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Note that sections in red are still in draft and are not included.

## STRATEGIC OPERATIONAL FRAMEWORK

### 1.0 Introduction

1.1 This Strategic Operational Framework (SOF) provides a program orientation by the Emergency Shelter / NFI Cluster partners responding to the ongoing humanitarian emergency in Somalia. It has been drafted by a Shelter / NFI Cluster Technical Working Group on behalf of Shelter / NFI Cluster partners.

1.2 The SOF aims to harmonise strategy rather than to provide standards. This is due the following:

- Vast area of shelter programme coverage,
- Geographic and climatic variation,
- Different and variable access conditions,
- Suitability and availability options in each region,
- Type and capacity of implementing partners,
- Varying community support,
- Varying support from the local authorities.

A single standard package cannot effectively address the needs of all beneficiaries. Therefore, the strategy for implementation is based on flexibility.

1.3 Although the need for flexibility is recognised, Shelter / NFI partners are expected to conform to the broad operational framework outlined in this document, and should be prepared to engage in open discussion to update this document prior to commencing any action that differs substantially from these guidelines. Similarly, the Cluster encourages donors to urge agencies working in the Shelter / NFI sector to take the SOF into full consideration in planning their activities and requesting for funding.

1.4 The SOF has several purposes:

- i. To enable cluster members in the field to have predictable and logical responses to meet the needs of the beneficiaries,
- ii. To enable new members to understand what are the agreed procedures, practices and strategies of the cluster,
- iii. To assist less experienced members to incorporate best practice in their fieldwork,

- iv. To enable Somali authorities, beneficiaries and donors to understand the strategy of the cluster,
- v. In the preparation of the SOF, allow members to share experiences and knowledge and so improve our response.

## 2.0 Shelter / NFI Strategy

- 2.1 The Cluster Response Strategy contains three pillars reflecting each of the overarching shelter needs:

### Emergency response

Given the unpredictable nature of the security situation on the ground and varying climatic conditions, the strategy focuses on enhancing the capacity of the Cluster to respond to new displacement in a timely, transparent and accountable manner.

The Cluster will maintain the response capacity to distribute EAP minimum package<sup>1</sup> for 70,000 vulnerable households / 420,000 persons, especially those headed by women or children, through emergency stocks and local procurement. These packages will be stockpiled by Cluster members at strategic points in Somalia and Kenya.

Programme design will take account of the specific needs of women and where appropriate women's dignity kits will also be distributed. When set criteria are met, cash based assistance or vouchers can also be considered in close coordination with the Agriculture and Livelihood Cluster.<sup>2</sup> EAP distributions will be made to vulnerable households, respecting the principle of "Do No Harm".

Post-distribution monitoring will form an integral part of the distribution planning and its results will be shared with the Cluster. When there is an unacceptably high risk of diversion of EAPs, the Cluster may recommend the suspension of such a distribution.

### Transitional shelter

Transitional shelter is provided to stabilized IDP settlements which has traditionally been Puntland and Somaliland. The concept of transitional shelter covers all interventions from shelter kits (extra large plastic sheeting, rope,

<sup>1</sup> EAP minimum package consists of 1 reinforced plastic tarpaulins (4m x5m), 3 woven dry raised blanket (150 x 200 cm), 3 synthetic sleeping mat (0.9 m x 1.8 m), 1 kitchen set, 2 jerry cans (10 litres), 2 jerry cans (20 litres), 2 plastic basins, 2 sanitary clothes and 1 bar of soap (750g) agreed by the Cluster in 2010. (See CAP 2010.) It will be reviewed during the first quarter of 2011.

<sup>2</sup> The criteria are (1) market survey; (2) availability of shelter materials in the local market; (3) cost-effectiveness over direct EAP distribution; (4) complementarity with other forms of assistance such as food and WASH for beneficiaries to focus their spending primarily on shelter materials; (5) community organization; (6) existence of a reliable cash transfer mechanism; (7) involvement of organizations experienced in cash-based relief; and (8) a reliable monitoring mechanism. These criteria will be reviewed during the first quarter of 2011 to adjust to the evolving situation.

timber) to Corrugated Galvanized Iron (CGI) houses. The typology will depend on many factors including land tenure, funding levels, needs, agency experience, support from local authorities and location of the IDP settlements.

The provision of transitional shelter should be preceded by consultations with women and men from the community on the proper layout of the site, demarcation, fire prevention and the provision of basic services, which will be addressed concurrently in coordination with the other relevant clusters (i.e. WASH, Health, Education and Food). In particular the views of women, specifically about protection, will be considered during the design of the shelter so that a safe and secure environment can be created.

The provision of transitional shelter will be guided by the six standards for shelter as per SPHERE.<sup>3</sup> All contractors will follow a code of conduct when working in the settlements and measures such as quotas will be used to ensure more women have the opportunity to be part of the construction.

#### Support for durable solutions

The Cluster, when conditions are conducive, will support voluntary return to place of origin and voluntary relocation. By analyzing Population Movement Tracking data, the Cluster will identify IDPs wishing to return and ascertain their voluntariness.

Working closely with the Agriculture and Livelihoods cluster, assistance will be provided by the distribution of return packages and transitional shelter. In 2011, the Cluster led relocations, however for 2012, the Cluster will only support local initiatives for voluntary relocations. The cluster will help to coordinate the assistance ensuring all relevant clusters are involved.

The cluster will also advocate for best practice for relocations and document the process. The specific needs of elderly women and single headed households during the return / relocation process will be considered.

2.2 The CAP 2012 has three defined objectives which support IASC strategic Priorities. These are:

1. Objective 1: **Emergency Response** – To contribute to the protection of displaced and other vulnerable groups from life-threatening elements through the distribution of Emergency Assistance Packages (EAPs).
2. Objective 2: **Transitional Shelter**- To improve the living conditions of the displaced population in stabilised settlements through site planning and the provision of transitional shelter.

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<sup>3</sup> Sphere Handbook, 2004, PP. 211-229, *Minimum Standards in Shelter, Settlement and Non-Food Items*

3. Objective 3: **Support for Voluntary Relocation** – To facilitate access to durable solutions for the displaced population through return and relocation where possible and appropriate.

#### 2.2.1 Emergency Response

Activities that fall under this Objective are:

- i. Procure and store contingency stocks of EAPs at key locations/plan for local procurement and strengthen the coordination for response capacity
- ii. Identify the needs of women, girls, boys and men in affected communities
- iii. Distribute harmonized and minimum EAP package to vulnerable households
- iv. Conduct post-distribution monitoring and share the result with the Cluster

#### 2.2.2 Transitional Shelter

Activities that fall under this Objective are:

- i. Consult with affected IDP women and men and authorities and conduct needs assessments to identify the appropriate transitional shelter option
- ii. Establish and keep updated a dynamic settlement information management system, whereby key data about each settlement is uniformly and consistently gathered and shared with all actors through the cluster
- iii. Consult with local authorities, traditional leaders and religious leaders on land tenure issues to understand the history of the land and who currently has claims of tenure and obtain land title of existing settlements sites and transfer it to the affected IDPs
- iv. In close consultation with women and men from the affected communities, local authorities, religious leaders and transitional leaders, demarcate and prepare a site plan (for existing sites) with essential basic services, infrastructure, public spaces, fire breaks and housing integrated therein
- v. Provide the appropriate response package, including transitional shelter
- vi. Implement shelter projects with community participation and where possible maximising livelihood opportunities through the shelter intervention

#### 2.2.3 Support for Voluntary Relocation

Activities that fall under this Objective are:

- i. Through the Population Movement Tracking system (managed by Protection Cluster) identify return trends
- ii. Identify IDPs wishing to return and ascertain voluntariness
- iii. Provide the initial response package, including shelter assistance at place of origin
- iv. Ensure linkage between the cluster's assistance and other key priority areas including agriculture and livelihood
- v. Support local initiatives on voluntary relocation with coordination of assistance, standards, legal advice and the provision of basic services
- vi. Consult with all parties including local authorities, traditional and religious leaders in order to coordinate assistance, advocate for best practice, document process and share experiences
- vii. Obtain land title of existing settlements sites and transfer it to the affected IDPs in order to secure durability of voluntary relocations
- viii. In close consultation with women and men from the affected communities, local authorities, religious leaders and traditional leaders, demarcate and prepare a site plan (for new sites) with essential basic services, infrastructure, public spaces and fire breaks
- ix. Provide the appropriate response package, including shelter assistance at the relocation sites

### **3.0 Cluster Indicators**

The target for emergency response is defined in terms of percentage of target population receiving EAPs, as it is not possible to foresee the prospective number of persons in need. Considering the difficulty in access in SCZ, where the needs for emergency response are expected to remain high, the proportion of IDPs covered by EAP response is taken as the main indicator.

In this regard, the estimated number of newly displaced derived from the Population Movement Tracking (PMT) under the Protection Cluster is considered in need of emergency shelter, in combination of information/needs assessments received from affected locations. The Cluster has specific planning figures of 10,000 units / households (60,000 beneficiaries) for transitional shelter. The cluster has set low targets for voluntary return and relocations as these activities will be driven by the IDPs.

Cluster Summary Indicator (indicators should assist in measuring the <u>objective</u> )	Indicator target for end-May (MYR)	Indicator target for year-end (EYR)
<i>Percent of target beneficiaries of emergency response receiving EAPs disaggregated by age and sex</i>	505,000	1,010,000

## **4.0 Cluster Harmonised Packages**

### **4.1 Emergency Assistance Package**

In early 2009, consultations started with cluster members regarding the composition of the minimum package. In late 2010, an agreement was reached and the final list was submitted to members for endorsement.

At the Nairobi Cluster meeting in January 2011, the subject was tabled with the hope of endorsement. However, there was a move by members to include women's clothing to the minimum package. It was subsequently agreed that the SCC would solicit input by members and present a conclusion to the members. At the February 2011 meeting, the following conclusion was presented to members:

*"The response to the request for input can be interpreted as an indicator that for the 13 agencies that did not response, clothing is not a vital component of an NFI minimum package. However, those who did respond are committed to including cloth into a package. The use of cloth (rather than actual clothes) reduces the logistical and cultural issues around supplying actual clothes and could prompt livelihood opportunities.*

*The package is a minimum and will be endorsed by the Cluster. However, this does not prohibit members adding other items in response to the circumstances.*



#### **Recommendations**

*Based on the information supplied, the Cluster Coordinator recommends that cloth is not added to minimum package but is a supplementary item at the discretion of the agency."*

Therefore, the minimum package was endorsed and is as follows:



Item category	Description	Unit of measure	QTY	Specification
1. Plastic sheet	Reinforced plastic Tarpaulins	4m x 5m	1	Core material is woven fabric - high density polyethylene (HDPE) laminated in white with LDPE. Provided with reinforced eyelets on edges
				
2. Blanket	Woven dry raised blanket	150 x 200 cm	3	Woven, low thermal resistance blanket, dry raised. Min 30% wool virgin or reconditioned – 1.5 Kg / blanket  Note that UNHCR procure fleece blankets as part of their global framework agreement – see their catalogue for spec.
3. Sleeping mat	Synthetic sleeping mats	0.9m x 1.8m	3	Waterproof, tear proof and material trim-finished - 0.500 Kg / SQM Minimum which means that at this size, total weight is 2.43 Kg
				

4. Kitchen sets	Type B	Each	1	2 aluminium cooking pots with lids (7 & 5 litre); 5 deep SS plates, diameter 25 cm or 5 bowls, diameter 18 cm; 5 SS cups, volume 0.3 L; 5 SS table-spoons; 1 SS kitchen knife; 15 cm SS blade; serving spoon
				
5. Jerry cans	10 litres 20 litres	Each Each	2 2	<p>Manufactured from food grade LDPE. Suitable for drinking water with built-in handle.</p> <p>Note that UNHCR supply semi-collapsible jerry cans. However, these are unpopular in Somalia (from PDM feedback) and so the non-collapsible ones are recommended</p>
6. Sanitary Items	Sanitary cloth  Underwear  Soap	Each		<p>Sanitary material for use by females (Cloth). 100 % cotton flannel highly absorbent from bleached or unbleached material.</p> <p>Toilet soap - , 70% fatty acids, 20% moisture, 0.2% NaOH, 0.5% NaCl – no mercury</p>
7. Bar soap		750 gr.	1	Laundry soap, for hand washing clothes, 70% fatty acids, 23% moisture, 0.1% NaOH, 0.6% NaCl – no mercury
8. Wash Basin	Round Plastic		2	Durable polypropylene, easy to clean Diameter: 13 1/8". Height 6"
				

Cluster members are strongly encouraged to include these items as a minimum and add any additional items based on the results of their needs assessments.

The quality of items distributed in Somalia varies significantly between agency. The specifications used above are general and can be verified at the market. For more general reference, see IASC's Selecting NFIs for Shelter. More detailed specification can be found from UNHCR's catalogue ([www.unhcr.org/supply/nfi](http://www.unhcr.org/supply/nfi)). Additional good references are Oxfam's extensive catalogue and Emergency Relief Items, Compendium of Generic Specifications, May 2000, UNDP.

- 4.1.1 The cost of these items depends on the quantity procured, location of procurement and exact specification. Therefore, indicative pricing cannot be given in this document, however, Cluster members or the SCC can provide indicative costs. Further information guidance is available at FSNAU <http://www.fsnau.org/ids/dashboard.php>. Every month they collect market prices for a range of commodities in various regions of Somalia. These costs are the actual costs for local procurement in Somalia.
- 4.1.2 Some agencies procure their NFIs internationally while the others procure locally and place the responsibility for transportation on the seller. In 2010, cluster members met with a major to discuss this issue. It was concluded that no uniformity could be achieved in dictating local or international procurement as specifics of the agencies differ too much. The cluster therefore does not offer guidelines or standards on this issue and respects individual decisions.

However, meetings can be arranged to table procurement as an agenda item in order to share information so that procurement can be faster, more economical and so that members can take advantage of experience of other members.

The following are issues to consider in deciding whether local or international procurement should be pursued:

- In Somalia there is little or no actual manufacturing, therefore procurement is going through traders and middle men. There is less economic value in local procurement than in more mature economies such as Kenya,
- The agency's policy and tolerance to variation on quality, quantity and pricing should be considered. Generally, better quality and lower costs will come from international procurement when the quantity is sufficient,
- Urgency of the procurement – international procurement takes time,
- Staffing levels on the ground to undertake local procurement. Continuous market research and local procurement takes time and skill,

- Flexibility of internal financial rules and regulations. Local companies may not be fully registered or have the correct internal procedures to satisfy audits,
  - Risk mitigation – local procurement can be unpredictable,
  - Security – local procurement can put local staff into difficult position especially with such a small market.
  - Local procurement can stimulate local demand which may encourage re-sell.
- 4.1.3 Cash based programming as an alternative or a supplement to NFI distribution is currently under debate for Somalia. The Cash Based Response Working Group (CBRWG), under the umbrella of the Food Security and Rural Development Sector Committee, is a forum of technical professionals dedicated to cash programming in Somalia. Established in April 2008, CBRWG developed out of an informal working group that was striving to coordinate and harmonise their responses in Somalia. For more information and to join the debate contact Horn Relief or COOPI.
- 4.1.4 Applications for NFIs through the Cluster need to address the 3As. These are Access, Assessment and Accountability.

#### Access

Good access to the beneficiary population prior and during a distribution is a pre-requisite for a successful distribution. It is the over-riding factor in determining the viability of a project. Without safe and free access, assessments and accountability cannot follow.

#### Assessment

A good needs assessment is the foundation of any distribution. Being able to demonstrate to the donor that there is a need and the proposed intervention will address it is essential. Even before looking at the proposal, many donors will read the needs assessment and judge its quality; only then will they look at the proposal. The more detailed, accurate and reliable the assessment, the more likely funding will be secured. It should be noted that the Minimum NFI package is not mandatory but a guide. If the needs assessment reveals that another NFI is applicable then this should be added to the package.

#### Accountability

Section 8 sets out the Post Distribution Monitoring methodology currently adopted by UNHCR and its partners. Driving this process has been the need to demonstrate to donors the relevance of NFI distributions. Accountability does not

stop at PDM, but includes distribution reports, photos, interim, financial and final reports. Proposals should address this issue.

## 4.2 Women's Dignity Kit

### 4.2.1 What is the Women's Dignity Kit?

This is a package comprising the basic necessities that displaced women and girls require to maintain feminine hygiene, dignity and respect in their daily lives, in spite of displacement.

The kit comprises

- 3 Dresses (*Dirac*)
- 3 Shawls (*Garbasar*)
- 9 Pieces of Sanitary Cloth
- 6 Panties (Different Sizes)
- 3 Pieces of bar soap (250gms)
- 3 packets powder soap (100gms)
- 3 Petticoats (*Gorgorat*)
- 3 Head scarves (*Shash*)

Recent pre-tests conducted by the Cluster in December 2011, have strongly recommended that the items in the kit must be culturally appropriate, sufficient in numbers and hygienic for their use.

For family, assume 3 women often distributed with a traditional NFI. In case of targeting women and not families, numbers can be reduced accordingly.

### 4.2.2 Why the Women's Dignity Kit

When people are displaced, women, especially, carry very little with them and often, their personal items like clothing and sanitary items are left behind in favour of other items that are considered essential for the family. Lack of these personal items exposes any woman to ridicule and lack of respect and denies her the dignity she deserves in her community.

In Somalia, to be able to maintain dignity and respect, a Somali woman needs to cover her head, wear a loose fitting dress that is not transparent and be able to comfortably manage her menstruation. Pretests conducted amongst displaced women and girls in Somalia, have indicated that many displaced women and girls lack these essential, yet very basic items.

Providing women and girls with the dignity kit, attempts to restore their dignity and respect which is lost when they have no clothes to wear, no under wear, no scarves to cover their heads and no sanitary items to manage their monthly menstrual flow. For any woman, this situation is disastrous and denies them a claim to a life with dignity.

This standardized dignity kit, lays a foundation for predictable response that displaced women and girls can rely on and ensures accountability on the part of all cluster members who distribute dignity kits.

#### 4.2.3 The Standardized Women's Dignity Kit







Partners within the Shelter Cluster have been distributing what is commonly referred to as the Dignity Kit based on their individual assessments of the needs of displaced girls and women.

material, content, quantities and pricing of the kit has not been standardized by the Cluster and may not always be practical and at par with the stated needs of the displaced girls and women.

Like the emergency assistance packages, the dignity kit should be predictable, to enable a displaced woman continue her daily routine, with dignity and respect in spite of displacement. The items contained in the dignity kit should also be culturally appropriate, sufficient and should be hygienic for use by the girls and women.

There is a sense of security and assuredness in predictable and standardized emergency response where the people in need know what to expect. The cluster proposes to create this response by standardizing the Women's Dignity Kit to include the items listed in the information guide which has been distributed to cluster members.

## Standardized Women's Dignity Kit –USD 65.7

				
<p><b>Shash:</b> This is the inner black scarf in picture above Material: Preferably cotton or cotton viscose Size: At least 36 inches x 36 inches Cost: USD 3 Per Piece Colour: Any Quantity: 3 pieces</p>		<p><b>Garbasar:</b> Orange shawl in picture above Material: Preferably cotton or cotton viscose Size: At least 52 inches x 68 inches Cost: USD 4 Per piece Colour: Any Quantity: 3 pieces</p>		<p><b>Dirac:</b> Orange dress with blue and white prints in the picture above Material: Preferably cotton or cotton viscose Size: At least 62 inches x 40 inches Cost: USD 5.30 Per piece Colour: Any Quantity: 3 pieces</p>
				
<p><b>Under Pant:</b> Material: Cotton Size: Small, medium, Large Cost: USD 1 Per Piece Colour: Any Quantity: 2 pieces of each size = 6</p>	<p><b>Sanitary Cloth:</b> This is a piece of cloth that is folded and worn in the panty to absorb menstrual flow. Size: At least 36 inches x 36 inches Cost: USD 1 Per Piece Colour: Any Quantity: 9 pieces</p>	<p><b>Gorgorat:</b> This is a petticoat worn underneath the <i>dirac</i> (dress). Size: At least 37 inches x 27 inches Cost: USD 4 Per Piece Colour: Any Quantity: 3 pieces</p>	<p><b>Powder Soap</b> Brand: Available brand Size: 100gms Cost: USD 0.30 Per Packet Quantity: 3 pieces</p>	<p><b>Bar Soap:</b> Brand: Available brand Size 250gms Cost: USD 0.30 Quantity: 3 pieces</p>



## **5.0 NFI and Shelter Standards**

SPHERE guidelines, where possible, should be adopted in Somalia. However, it is freely acknowledged the gap between actual and SPHERE is considerable. Therefore the cluster members should work towards the following:

1. A minimum NFI package should be received by a household of 6 at least once in 2 years.
2. Shelter should be of an acceptable standard with the main focus on physical protection and safety (rain, privacy, theft & fire). A shelter should contain at least 30% purchased / distributed material such as tarpaulin, CGI, wood, etc. or traditional material such as hessian. Houses made from 100% combustible recycled material are not acceptable.
3. Relocations should follow SPHERE guidelines for plot size and access to facilities except for latrine coverage where 1 in 20 persons is acceptable. For more information please refer to the IASC Somalia guidelines on voluntary relocation.

## **6.0 Shelter Response Matrix**

- 6.1 There is considerable confusion among the members, donors and other actors about the different shelter options available in Somalia. For example what is the difference between permanent and transitional? This section aims to clarify what options are available for shelter and guidance on selecting the most appropriate solution.

6.2 The diagram below shows the four broad categories of shelter and the sub-categories. These are:

Emergency: Appropriate when there is a rapid displacement and shelter is required immediately.

Temporary: Appropriate when the situation stabilises and access is good. Can be employed in an emergency if the situation permits.

Semi-Permanent Upgraded from Temporary but has a more permanent character and can be relocated if needed

Permanent: A durable solution when there is security of tenure

The cluster has adopted the overarching principles of Transitional Shelter (TS). The attached graphic is the cluster's interpretation of how the different categories fit into the TS philosophy.

Note that security of tenure (see Section XX) is the key issue when selecting which category of shelter to use.

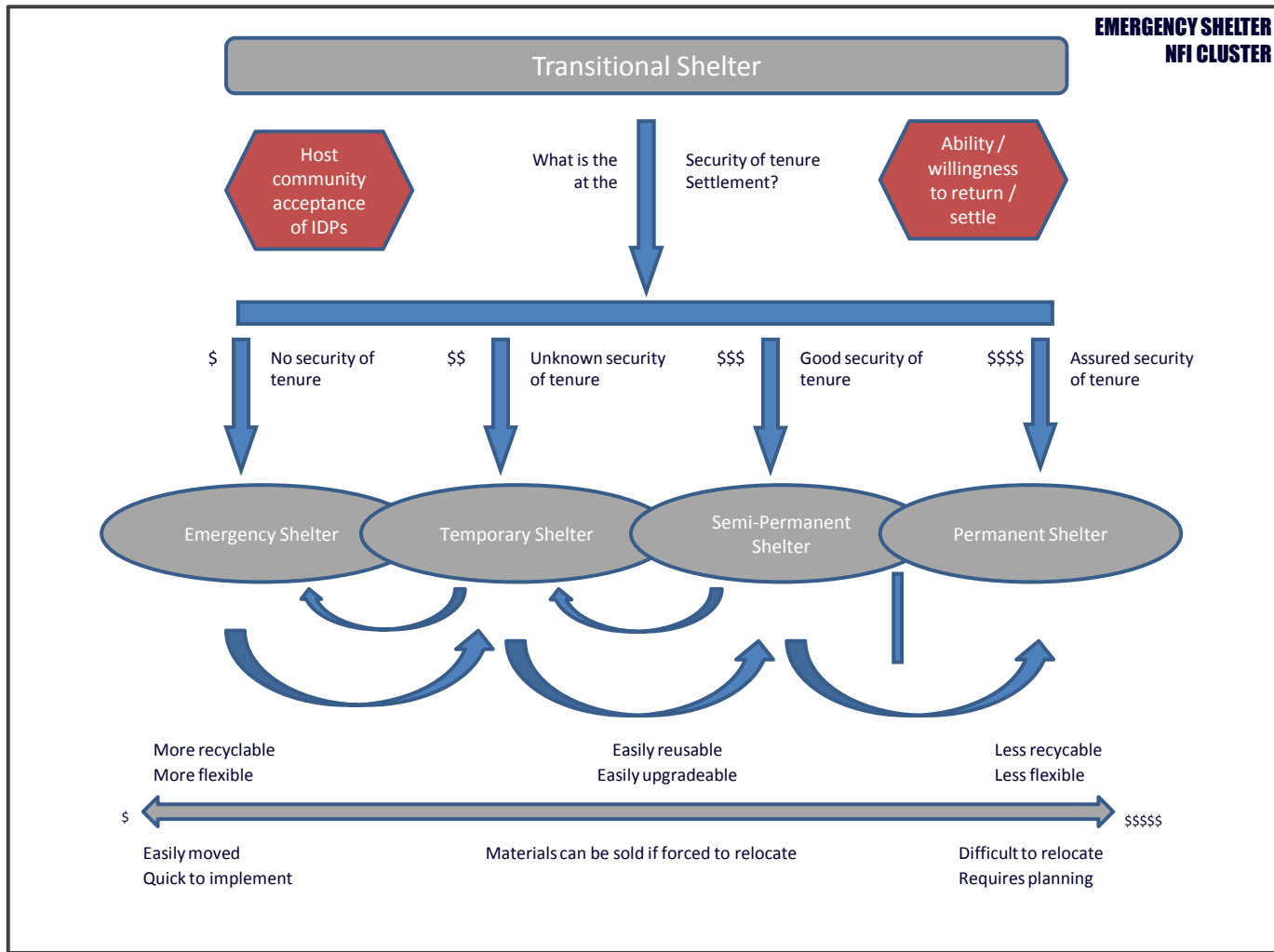


Figure 2: Transitional Shelter concept in Somalia

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### 6.3 Definition of Transitional 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.<sup>4</sup> Over the years the concept has been developed, especially in the evaluation of experiences with shelter programs in the aftermath of the earthquake in Haiti. Recent literature tends to put more emphasis on the requirement that the shelter offers at least one, but preferably all of the following options: *upgradeable, reusable, resalable or recyclable*.<sup>5</sup> The process became more than another phase of response; rather it involves building and upgrading incrementally. Therefore transitional shelter should be designed to physically complement and contribute to permanent reconstruction. It is important to bear in mind that transitional shelter is a short-term intervention with a long-term impact on the recovery process.<sup>6</sup>

Ideally the transitional shelter process begins in the first days of the emergency, with the first distribution of relief items. Materials from the initial distributions including plastic sheeting or stockpiled shelter kits are combined with local materials to construct permanent shelter, familiar to those affected. Thereby a contribution is made to local economies and shelter and resettlement options are maximized. Stockpiled transitional shelter packages may be appropriate for use in instances where the local markets cannot provide sufficient materials or where the speed of response is vital. A difference between transitional shelter and semi-permanent shelter is that the former is designed so that it may be disassembled and relocated.<sup>7</sup>

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<sup>4</sup> T. Corsellis & A. Vitale, 'Transitional Settlement Displaced Populations', University of Cambridge Shelter project, Shelter Centre, Oxfam GB (2005), available at [http://sheltercentre.org/sites/default/files/Oxfam\\_TransitionalSettlementDisplacedPopulations.pdf](http://sheltercentre.org/sites/default/files/Oxfam_TransitionalSettlementDisplacedPopulations.pdf).

<sup>5</sup> S. Collins et al. 'Transitional shelter: understanding shelter from the emergency through reconstruction and beyond', Active Learning Network for Accountability and Performance in Humanitarian Action (2010), available at <http://sheltercentre.org/library/transitional-shelterunderstanding-shelter-emergency-through-reconstructionand-beyond>; 'Transitional Shelter Guidelines consultation document: April 2011', Shelter Centre (2011), available at [http://sheltercentre.org/sites/default/files/ts\\_guidelines\\_consultation\\_document\\_april\\_2011.pdf](http://sheltercentre.org/sites/default/files/ts_guidelines_consultation_document_april_2011.pdf).

<sup>6</sup> C. Henrotay et al., 'How could a Flexible and Integrated Shelter Approach Sustain the Post-Disaster Recovery?' Vrije universiteit Brussel, Belgium (2009), in 'Lifecycle Design of Buildings, Systems and Materials – Conference Proceedings', available at [http://www.iip.kit.edu/downloads/CIB\\_W115\\_Conference\\_Proceedings\\_Pub\\_323.pdf#page=43](http://www.iip.kit.edu/downloads/CIB_W115_Conference_Proceedings_Pub_323.pdf#page=43).

<sup>7</sup> T. Corsellis & A. Vitale, 'Transitional settlement and reconstruction after natural disasters', UN/OCHA (2006), available at <http://ochaonline.un.org/OchaLinkClick.aspx?link=ocha&docId=1178883>.

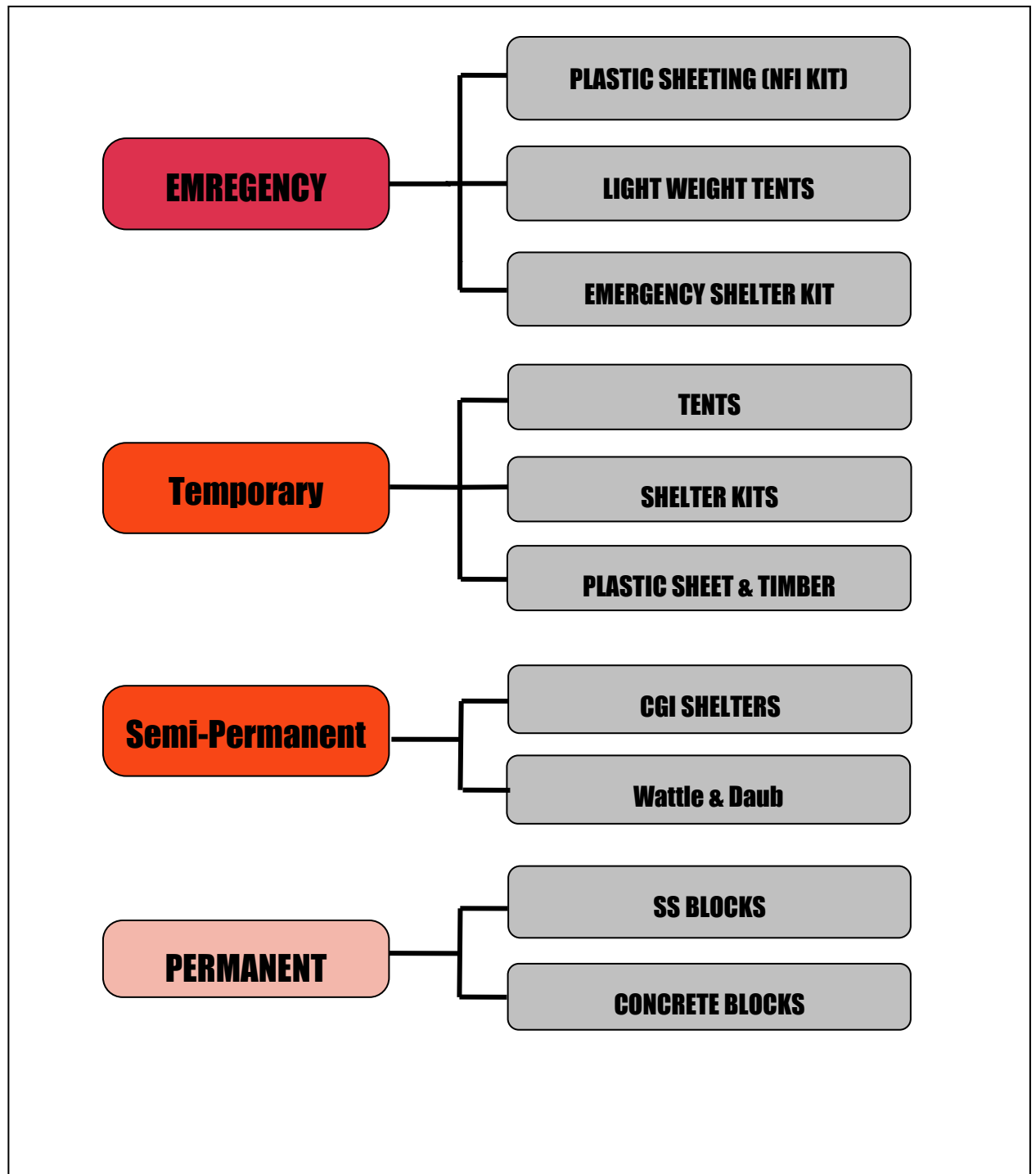


Figure 1: Options currently in use in Somalia by Cluster Members

#### 6.4 Plastic Sheeting (through the minimum NFI kit)

Plastic sheeting or tarpaulins (4m x 5m plastic sheeting with eyelets) are contained in the Cluster's minimum kit. These can be used as a standalone waterproof shade or more commonly in Somalia, integrated into the standard

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buul. It is the minimum shelter intervention and some agencies are giving plastic sheeting outside of the kit so that beneficiaries can upgrade. This should be encouraged.

Feedback from the beneficiaries is positive and beneficiaries perceive plastic sheeting as the foundation for a traditional buul with many uses.

## **6.5 Lightweight Tents**

The most common example used is the UNHCR LWT. These have been widely used in many UNHCR operations worldwide. To date their deployment in Somalia has been limited. At approximate \$250 USD plus transport they are an expensive emergency option. Their use in the refugee camps in Kenya and Ethiopia has been more widespread.



## **6.6 Emergency Shelter Kits**

These kits also contain plastic sheeting and other construction based materials. Combining the contents with other materials that can be locally sourced such as cotton permits a better buul to be constructed.



NRC's kit contains 2 woven plastic sheeting, galvanised iron poles, rope, pegs and a knife. The kit weighs 25Kg and can be used alone to build a shelter.

The kits can be locally procured and may include 1 or 2 sheets of CGI, timber, flattened drums, locally produced canvas or plate steel, nails, hammer etc.

Recent distributions of the shelter kits in Mogadishu (July 2011) suggest that the plastic sheeting and the rope are used and appreciated but the iron poles are not used as the plastic sheeting is incorporated into the existing buul structure.

IFRC also provide an emergency shelter kit. This kit consists of 2 tarpaulins (4 x 6) and then only tools such as a saw, shovel, hoe, machete, hammer and nails / wire and rope. The idea is that this is standard kit deployed immediately after a natural disaster. As part of the assessment, the amount of actual building material that can be salvaged will be evaluated and if necessary, timber, CGI etc., will be added to the kit. Although the contextual use of the IFRC kit differs from the Somali context, the approach is of interest. Provision of tools and tarpaulins first to meet the immediate shelter needs followed by construction materials to improve the shelter.

### **6.7. Family Tents**

The most common tents deployed in Somalia in the last 3 years is NRC's framed canvas tent.

The NRC tent has been in use since 2009 and has been developed over the years following feedback from the beneficiaries and the manufacturers. It has been used throughout Somalia and is seen by the beneficiaries as an upgrade to their traditional buuls.



It is classed as a temporary option as its main characteristic is fast deployment and short life-span – 12 months.

## 6.8 Shelter Kits

The difference with this kit and the emergency kit is in terms of the amount of material given and the time it takes to deploy and using such kits is at the heart of Transitional Shelter. Transitional shelter may be defined as:

*“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”<sup>8</sup>*

Further properties of a Transitional Shelter are defined as:

- Should be durable to last the entire transition period
- 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



Shelter Kit, Mogadishu, DRC, 2011

The composition of the Shelter Kit varies but should include more construction orientated materials and in particular corrugated iron sheets and wood. While an emergency kit is used to supplement a buul, these are designed to replace a buul and be owner driven.

Implementation can be phased with the initial supply of materials or shelter fulfilling an immediate need. Once the beneficiaries have shelter, materials requiring more skill and time to deploy can be distributed coupled with technical assistance. For example, a SSB manufacturing unit can be established and distributed when available.

## 6.9 Corrugated Galvanised Iron (CGI) Shelters

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<sup>8</sup> Transitional Shelter Guidelines, Shelter Centre, Corsellis & Vitale, April 2011



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These shelters have been used extensively in Somaliland, built by NRC and funded by various donors. They are classed as semi-permanent as they can be moved if absolutely necessary but as their life-span can be many needs they should almost be considered a permanent solution.

They are a standard 4m x 4m and consist of a wooden frame covered in iron sheets with a simply pitched roof. Further refinements to the design have been made for Burao, where light foundations have been added so that the frame can be attached to hooks to add stability in high winds.



The shelters are highly prized by the owners. If needed, they can be dismantled and moved while the material can be re-used or sold. The beneficiaries like them because they offer good physical protection (fire, theft and rain) and consider them a 'status' symbol. Construction is simple enough to implement through owner driven construction thus enhancing livelihoods.

The inside ambient temperature is reduced as most inhabitants add material for ceilings and walls, which absorb the heat while also offering some insulation at night.

NRC has contracted the work to local contractors while more recently they have built them directly.

## **6.10 SS Blocks**

Soil Stabilised Blocks are often the most appropriate permanent building materials in Africa and examples of using Earth to build can be traced back through the ages. Houses in Sihbam in Yemen date back to the 1500s while the technology itself can be traced to the 3<sup>rd</sup> century AD.

This technology is common in Kenya where the block making machines are manufactured but less so in Somalia. UN-Habitat has undertaken several SSB projects with mixed successes due to cultural preferences and the lack of suitable soil. When the soil needs to be imported or over-stabilised the cost benefit reduced.

Interlocking Stabilised Soil<sup>9</sup> blocks are an alternative to traditional SSB and are being promoted in East Africa. They differ from traditional stabilised soil blocks as they have interlocking ridges. These allow the blocks to be fitted together with considerably less mortar than is traditionally needed.



At present, there are no good examples of the use of SSB in Somalia. However, this should not exclude this technology from being investigated further by Cluster members.

### 6.11 Concrete Blocks

Currently used by NRC in Somaliland to construct permanent shelter in Burco. UN-Habitat's publication state that they are 10 x more expensive than the ISSB, however they are available now without any further research and are familiar to local contractors.

### 6.12 The choice of which category to use depends many issues including:

- Beneficiary needs
- Nature / phase of displacement – protracted or sudden. Emergency shelter maybe needed at the beginning of displacement followed by transitional or permanent.
- Access – can agency staff assist in the construction / training?
- Land tenure – do the beneficiaries have any real rights to the land?
- Donor – not all donors will support permanent shelter.
- Funding and beneficiary numbers – if funding does not allow good coverage then this might cause complications in the programming.

Examples of the use of each type:

<u>Emergency:</u> NFI Minimum Package	Rapid displacement due to drought or conflict to unsecured land. Limited resources and access to population. e.g.: Mogadishu February 2011
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<sup>9</sup> <http://www.unhabitat.org/pmss/listItemDetails.aspx?publicationID=2736>

<u>Emergency:</u> Emergency Shelter Kits	Rapid displacement due to drought, conflict or fire to secured or unsecured land. Access to population which already has NFI. e.g. Fire in Ajuraan settlement, Bossaso April 2011
<u>Emergency:</u> Light Weight Tents	Rapid displacement due to drought or conflict to secured or unsecured land. Access to population which already has NFI. Advantage is when there is no local market available to procure shelter kits
<u>Temporary:</u> Tents	Protracted displacement on secured or unsecured land. Good access to population that already has some form of shelter. Sufficient time for planning, procurement and implementation. e.g. Saylada Holaha Bossaso 2010
<u>Temporary:</u> Shelter kits	Protracted displacement on secured or unsecured land. Good access to population that already has some form of shelter. Sufficient time for planning, procurement and implementation. e.g. Garowe June 2011
<u>Temporary:</u> Plastic Sheeting and Timber	Protracted displacement on secured land. Good access to population. A direct replacement for the traditional buul so best suited to situation when population new to site or being relocated. Low cost options which can be easily upgraded
<u>Semi Permanent:</u> CGI	Protracted displacement on secured land. Good access to population that already has some form of shelter. Sufficient time for planning, procurement and implementation. e.g. Stadium Settlement, Hargeisa
<u>Semi Permanent:</u> Wattle and Daub	Protracted displacement on secured land. Good access to population that already has some form of shelter. Sufficient time for planning, procurement and implementation. Not regularly implemented in Somalia due to access to correct soil
<u>Permanent:</u> SSB	Protracted displacement on secured land. Good access to population that already has some form of shelter. Sufficient time for planning, procurement and implementation. Sufficient political and financial

	backing e.g. NOT YET SUCCESSFULLY IMPLEMENTED, although UN-Habitat in Tawakal Gaalkacyo have investigated soils.
<u>Permanent:</u> Concrete Blocks	Protracted displacement on secured land. Good access to population that already has some form of shelter. Sufficient time for planning, procurement and implementation. Sufficient political and financial backing e.g. Burco May 2011

## 7.0 Standard Assessment Methodology

- 7.1 The Cluster recently led a Shelter / NFI Assessment in Mogadishu and the following questionnaire was use. It was developed in conjunction with the Mogadishu Cluster members.
- 7.2 Minor amendments have been made to the questionnaire following feedback from the Mogadishu assessment.
- 7.3 The questionnaire uses a mix of direct questions and observations. The observations provide a double check to the reliability of the direct questions as often beneficiaries will exaggerate or deny receiving assistance in the hope of receiving more. Questions A3 and Section C are of particular importance.
- 7.4 It is important that training is provided to the enumerators before they undertake the assessment to ensure that they all understand the questions and have the same standard. For example, when does a jerry can need replacing? These should be agreed prior to the exercise.

<b>0. To be completed by Enumerator Date:</b>	
Please complete before the Interview	
<b>0.1</b>	<div style="display: flex; justify-content: space-between;"> <span> _ _ _ _ _ _ _ _ _ _ _ _ _ _ _  Enumerator Name</span> <span> _ _ _ _  QUESTIONNAIRE NUMBER</span> </div>
<b>0.2</b>	<div style="display: flex; justify-content: space-between;"> <span> _ _ _ _ _ _ _ _ _ _ _ _ _ _ _  Settlement Name</span> <span> _ _ _ _ _ _ _ _ _ _ _ _ _ _ _  Additional Name (if applicable)</span> </div>

## SECTION 0: DEMOGRAPHICS

<b>0.3</b>	Head of Household		<b>1 = Yes</b>	<b>0 = No</b>	
<b>0.4</b>	Gender of Head of Household		<b>1 = Male</b>	<b>2 = Female</b>	
<b>0.5</b>	Total number of people living permanently in household at the moment  __	<b>Males</b>	0 to 5:  __     6-17:  __     18+  __		
		<b>Female</b>	0 to 5:  __     6-17:  __     18+  __		
<b>0.6</b>	What was your original permanent (Region & District) residence before arriving to this settlement?		_ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _  Name of Region	_ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _ _  Name of District	
<b>0.7</b>	When did your household move to this settlement?			Over 3 months but less than 6 month	<input type="checkbox"/>
	Over 1 year	<input type="checkbox"/>		Between 1 and 3 month	<input type="checkbox"/>
	6 month to a year	<input type="checkbox"/>		Less than a month	<input type="checkbox"/>
<b>0.8</b>	How many buuls do your family occupy?		1:  __     2:  __     3:  __     4  __     5+  __		

## SECTION A – NFI

A1	Did your household receive any NFIs from an agency? 1 = Yes    0 = No				
	1=Blankets  __		2=Plastic sheets __		
	4=Bed mats __		5=Jerry cans __		
	7=Kitchen sets __		8=Soap __		
		3=Clothes __		6=Sanitary cloth __	
		9=Local construction materials __			
A2	If you did receive, when was it?		Less than 3M:  __     3M – 6M:  __     6M to 12M:  __     >1 Year  __		
A3	Regardless of whether you received items from an agency, which needs replacing or lost or in good condition? R/L/G/N				
	1=Blankets  __		R / L / G / N		
	5=Jerry cans  __		R / L / G / N		
	2=Plastic sheet  __		R / L / G / N		
	6=Sanitary cloth  __		R / L / G / N		
3=Clothes  __		R / L / G / N			
7=Kitchen sets  __		R / L / G / N			
4=Bed mats __		R / L / G / N			
8=Soap  __		R / L / G / N			

R = replace   L = lost   G = good condition   N = never had

## SECTION B – SHELTER QUESTIONS

<b>B1</b>	Do you live in a buul or a public building?		<b>1</b> = Buul	<b>0</b> = PB
<b>B2</b>	What are the most important shelter considerations for you? Rank the following:			
	Security (protection of household materials, robbery, physical attacks)	<b>1</b>	<b>2</b>	<b>3</b>
	Rain, cold or heat (leakage, buul too hot or cold to live in)	<b>1</b>	<b>2</b>	<b>3</b>
	Privacy (within family unit and outside)	<b>1</b>	<b>2</b>	<b>3</b>
<b>B3</b>	Do you pay rent?		<b>1</b> = Yes	<b>0</b> = No
	If so, how much?	\$1:  __  \$2:  __  \$3:  __  \$4  __  \$5  __  \$6  __  \$7  __  \$8+  __		
<b>B4</b>	If you were given plastic sheeting, ropes and sticks, would you be able to upgrade your shelter?		<b>1</b> = Yes	<b>0</b> = No

<b>SECTION C – SHELTER OBSERVATIONS</b>				
<b>C1</b>	Does the buul have continuous cover? No daylight can be seen.		<b>1</b> = Yes	<b>0</b> = No
<b>C2</b>	Does the buul have more than 1 layer?		<b>1</b> = Yes	<b>0</b> = No
<b>C3</b>	Does the buul have a wooden door frame?		<b>1</b> = Yes	<b>0</b> = No
<b>C4</b>	Can the buul be locked?		<b>1</b> = Yes	<b>0</b> = No
<b>C5</b>	Is there separated sleeping arrangements?		<b>1</b> = Yes	<b>0</b> = No
<b>C6</b>	Can you break into the buul without using a tool? e.g knife		<b>1</b> = Yes	<b>0</b> = No
<b>C7</b>	Is there a place for cooking?		<b>1</b> = Yes	<b>0</b> = No
<b>C8</b>	Is there any plastic sheeting? (sheet must be greater than 3m x 3m)		<b>1</b> = Yes	<b>0</b> = No
<b>C9</b>	Can you see the ground inside the buul?		<b>1</b> = Yes	<b>0</b> = No
<b>C10</b>	Does the buul have any metal sheets bigger than 2m x 2m?		<b>1</b> = Yes	<b>0</b> = No
<b>C11</b>	Is the buul a dome or more oblong?		<b>1</b> = Dome	<b>0</b> = Ob
<b>C12</b>	Is the buul's diameter less than the span of your arms – 2m diameter?		<b>1</b> = Yes	<b>0</b> = No
<b>C13</b>	Do you have a source of light inside the buul (candle, torch, paraffin) at night?		<b>1</b> = Yes	<b>0</b> = No
<b>C14</b>	Has there been a theft from inside the buul in the last 12 months?		<b>1</b> = Yes	<b>0</b> = No

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## 8.0 Post Distribution Monitoring

PDM is an ex-post monitoring and evaluation of a location- and time-specific NFI distribution, conducted independently from the NFI distribution exercise itself.

The PDM exercise is normally conducted 4-6 weeks after the NFI distribution has ended and is implemented with or through an NGO partner or independent consultant. Notably, the NGO conducting PDM (the 'PDM NGO') should be different from the NGO who distributed the NFIs (the 'distributing NGO'). PDM does not replace the Monitoring and Evaluation obligations of the distributing NGO as per standard project agreements.

PDM data is collected through interviews with individual IDP beneficiaries based on a sample survey format.

PDM results are largely quantitative, and highlight broad trends in order to inform programming.

These results should be fed back into the project cycle in order to improve the way assistance is designed and delivered, responsive to the preferences of beneficiaries and sensitive to potential protection risks that could be caused by NFI assistance.

The Objectives of PDM are:

- 1) To reinforce accountability: checking whether the agreed number and type of NFIs were actually distributed or whether diversion of assistance took place.
- 2) To improve programming: assessing whether the NFIs distributed were the most appropriate type of assistance, and therefore whether NFI packages should be adjusted or whether alternative assistance should be provided. In order to do so, PDM asks IDPs their views on the quality and usefulness of NFIs received; whether they would have preferred other NFIs; and verifies the actual use of the NFIs - whether they kept, gifted, sold, or exchanged the items. PDM checks whether NFIs were sold for less than the agency paid for them, and if they were sold to buy other types of assistance - informing both cost-benefit and gap analysis.
- 3) To improve NFI distribution methodologies: identifying strengths and weaknesses in different distribution methodologies with the aim of making improvements in future distributions. PDM checks whether IDPs were provided accurate and timely information; how long they queued/waited to receive their NFIs; and asks the IDPs their opinion on how well the distribution was organised.

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- 4) To identify and prevent protection risks: monitoring whether NFI distributions created protection risks for the IDPs. PDM asks whether beneficiaries had items stolen; whether there were security incidents during or after the distribution; whether indirect expropriation took place, including landlords raising rents and payments being demanded to be placed on distribution lists. Depending on the sampling methodology used, data could be analysed to understand whether security or protection risks were higher for specific profiles of IDPs, such as by gender or sub-clan, or in specific IDP sites. PDM may also flag whether there have been cases of sexual exploitation and abuse, or other breaches of Code of Conducts, triggering Protection staff to conduct a more in-depth investigation.

As of May 2011, the cluster is still discussing its collective position on Post Distributing Monitoring (PDM). However, at the April NFI Expanded Working Group meeting, the following was agreed:

1. The cluster endorses the use of PDM. All agencies should undertake PDM.
2. All agencies should undertake a minimum amount of PDM.

Discussion on the minimum amount of data to collect has been difficult and it has been concluded that all the data collected using the PDM methodology is relevant. Therefore the members may wish to consider using the UNHCR guidelines on PDM which set out the methodology, the risks, assumptions and the tools needed. The full document is available on the Shelter / NFI website.

## 9.0 Best Practice Checklist - Distribution

The ideal distribution system should be safe and easily accessible to the intended beneficiaries.

**Safe:** Organised in such a way that the system is free of threat to all who use it, with particular attention to women and the vulnerable.

**Accessible:** Distribution points are close to where people live and are located in places which do not restrict the access of particular groups. The timing of distributions should suit all the intended beneficiaries.

Key points for a distribution are:

- Inform the beneficiaries. They must know what they should receive, how much, when and how. The beneficiaries themselves can be the best monitors and controllers of the distribution process. Beneficiaries should be able to see the distribution process for themselves. Involve them directly, don't let information on the distribution process come to them only through their leadership. Ensure the participation of the beneficiaries



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(women and men) at all levels of the distribution process.

- In the early stages of a sudden displacement, there will probably be a period when it will not be possible to register or issue ration cards or tokens. However, distribution of commodities in that period should still be undertaken. Effective distribution is possible without ration cards/tokens.
- The family, as a natural unit, is the target of distribution. However, this does not mean that the ration has to be handed to each family directly, in some situations this can also be done more effectively through groups of families or other community structures.
- Irregularities in the distribution cycle undermine the confidence of the beneficiaries and increase their need to circumvent the system.
- The distribution system should allow beneficiaries to collect rations close to where they live and at regular intervals of about one month. For dispersed populations IDPs should not have to travel more than 5 to 10 km to distribution sites.
- In the distribution system plan there should be a minimum of 2 staff per 1,000 beneficiaries / 150 kits.
- Avoid payment in kind for distribution workers. It makes monitoring difficult. In times of shortages, vulnerable people may be deprived of the commodities in order to pay staff.
- For distributions in partnership with UNHCR, note that the finger print must be the thumb from the left hand. Failure to follow this guide may invalidate the contract.

The following checklist is adapted from Camp Management Toolkit, Chapter 13.

Overall Issues and Principles for Commodity Distribution

- ☐ Decide on what distribution system best suits the context – for example, individual scooping or a group distribution system.
- ☐ Ensure the beneficiary figures are known and that the amount of commodities available is sufficient to cover the whole group, be it a targeted or a general distribution.
- ☐ Ensure that information concerning the distribution – such as the items, quantities, target and procedure – is disseminated to the population concerned.
- ☐ Ensure that plans are in place to cater for groups with specific needs.
- ☐ Ensure that the appropriate security measures are in place to ensure a smooth distribution, such as crowd control and safety of commodities.
- ☐ Ensure that the required monitoring mechanisms are in place, such as onsite monitoring during distribution and post-distribution monitoring.

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- ☐ Put in place complaint mechanisms.

#### Specific Issues to Consider in Preparation for and During each Distribution

##### Organising Distribution Area

- ☐ The distribution is organised so that people wait in an orderly manner, in queues.
- ☐ The NFIs are handled properly, and food is not spilled on the ground.
- ☐ The distribution area is properly sheltered from sun, rain and wind.
- ☐ The distribution area is kept clean.
- ☐ There is enough security provided to ensure an orderly distribution.
- ☐ There are enough staff present for crowd-control.
- ☐ The area is clearly defined by rope or plastic.

##### Distribution Process and Name Verification

- ☐ The token is verified to check the holder's identity and to check whether the holder is on the beneficiary list.
- ☐ The ration card is punched or otherwise marked upon entry of the distribution.
- ☐ The agency uses a computerised beneficiary list.
- ☐ Loudspeakers are used to call out the names of the beneficiaries.

##### Distribution Equity and Vulnerable Beneficiaries

- ☐ There is a separate line for easy access for persons with specific needs.
- ☐ A staff member is involved in assisting the more vulnerable persons or those at heightened risk in receiving their distribution/ration.
- ☐ A staff member is monitoring the line for persons requiring additional assistance.
- ☐ Persons who are not on the list are not given NFI items. Swift action is undertaken to find out why they are not on the beneficiary list.
- ☐ Everybody receives the same agreed upon ration and the quantities are monitored.

##### Information Sharing on the Distribution

- ☐ All beneficiaries are well-informed of the distribution day, place and time and on the quantity and types of items they are to receive.

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- ☐ Information is disseminated at appropriate times and in appropriate ways.
  - ☐ Different approaches are used to properly inform the persons with specific needs (minors/deaf persons/older persons/those who are sick).
  - ☐ Standards of accountability (humanitarian code of conduct) are observed by the implementing partner.

#### Time of the Distribution

- ☐ The distribution starts on time.
- ☐ The implementing partner arrives on time in order to make all the set-up preparations.
- ☐ The items are off-loaded and handled in a proper and safe way.

### **10.0 Settlement Planning and Fire Prevention**

Fire prevention was prioritised in our CHF submission based on feedback from the field. What is our strategy here? How effective are the drums? Do tents assist in re-organising the settlement to enable firebreaks to be installed? How fire retardant are our materials that we use?

### **11.0 Land Tenure**

What does this mean in the Somali context and can we write a checklist for each type of the shelter response?

What is the literature available?

Who is responsible for this issue at various levels?

What successes and models have there been in Puntland and Somaliland?