LINKING RELIEF REHABILITATION AND DEVELOPMENT
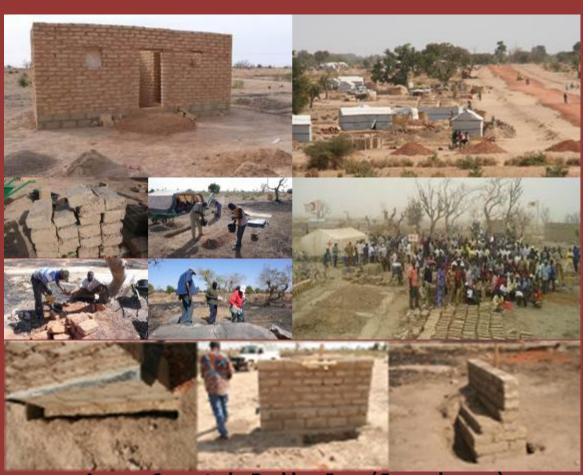
&

SHELTER IN SOMALIA

Annex: Case-study Burkina Faso (Ouagadougou)

LRRD and shelter in Somalia

Introduction

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. Especially with the initiation of the New Development Plan in Somalia (NDP), there is a strong potential in linking relief, rehabilitation and development.

In the search for Durable Solutions for displacement affected populations (IDPs, returning refugees and host communities[1]), land tenure remains one of the main obstacles. The government has the primary responsibility and although progress has been made with overall understanding of land tenure[2], the government has lacked the necessary capacity and funding to strengthen itself on the long-run to lead this process.

Sustainable shelter solutions are a strategic focus of the Shelter Cluster. The concept steps away from looking at housing as a product, but linking it more to process. A strong livelihoods strategy is embedded in this approach and could provide potential solutions in the urban context. The Shelter Cluster has identified 7 key concepts that show that "A shelter is more than a roof".[3] Since mid-2016 the Shelter Cluster has worked on complementary approaches and has started pilots in different regions looking at local building culture and building back safer. The Shelter Cluster is looking at the possibilities in creating cooperatives to boost the shelter component through a strong livelihoods approach.

This concept note specifically looks at strengthening the role of the government and potential ways for development actors to engage in the displacement context in Somalia. It looks at the construction sector as a whole and bridges the gap in-between humanitarian and developmental interventions through an area-based and locality driven approach. This concept note is not only about starting new plans, but building into existing humanitarian and development ones to address displacement affected communities' needs and contribute to a comprehensive effort.

Contextualization of Somalia

Urban expansion: In total, there are more than 1.1 million IDPs (including urban poor) in Somalia. They often live in make shift shelters, with limited land tenure and livelihoods opportunities in urban centers and with limited access to basic services. Evictions are one of many of the main protection concerns. Looking at general trends globally and in Somalia, urban centers will continue to grow. Urban migration including the returns from Kenya, Yemen and possibly Ethiopia will increase the pressure on the urban fabric and landscape. Humanitarians and development actors have started to engage with government counterparts on master-level urban planning initiatives. Land resource management systems are crucial components to ensure a sustainable approach, to avoid the creation of slums and environmental degradation.

- Key partners to engage with: Ministry of Public Works and other Ministries, UNHABITAT and UNDP

---

[1] See document: Shelter Strategy for Refugee returns

[2] Since 20111, UNHABITAT, NRC, Protection and Shelter Cluster have put a strong emphasis on Housing Land and Property (HLP) as core aspects within respective strategies. HLP is sub working group of the Protection Cluster.

[3] (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.

Urban livelihoods: In Somalia, emphasis has always been put on rural livelihoods while leaving a gap in the development of urban livelihood opportunities in partnership with the private sector. FSNAU reports that a majority of the humanitarian case load resides in urban centres and therefore a strong shift is needed to re-direct our attention to urban problematic. It is critical to engage in the construction sector overall, providing a sustainable approach for the urban poor and displaced populations. At the beginning of 2013, a 6-months period of relative stability in Mogadishu, construction sites were booming with investments from the diaspora. Humanitarians have already started to engage more and more with the private sector regarding construction through the set-up of cooperatives and vocational training. Public-private partnerships in Somalia are limited, but can easily be scaled up.

- Key partners to engage with for development actors: resilience consortiums, UN-agencies, Ministries, private construction companies

Local Building Culture: Earth Architecture is often seen as an inferior product compared to the cement based materials. There is a strong role humanitarian and development actors to play in changing the perception of all stakeholders and their assumptions on these technologies. Cement is a very recent material (150 years old) that only massively came on the market after the two world wars. Although cement originally was seen as a miracle product, its perception has changed in the last decade. Cement materials are (1) expensive (2) a huge contributor to carbon emission (3) non-recyclable (4) non-breathing/inert (5)not locally sourced. Shelter Cluster partners in Somalia have embraced the concept of Local Building Culture to reduce the budget of low-cost housing projects. Government counterparts of the Shelter Cluster have shown an increased interest in this approach. Capacity building is needed for all stakeholders on local building culture, earth construction and building back safer[4].

- Key partners to engage with for development actors: Ministry of Public Works and other ministries, UNHABITAT, Craterre[5], AVEI[6] and other research centres, Shelter Cluster and partners

Land tenure problematic: Land tenure is the most problematic area looking at longer term durable or sustainable solutions. As land throughout Somalia is often privately owned, it remains a very difficult task for the government to secure suitable land for integration purposes or durable solutions. Progress on land tenure has been made in some key locations: Hargeysa, Burao, Bossaso, Qardho, Garowe, Burtinle, Gaalkacyo, Doolow, Baidoa and Kismaayo. Nevertheless, there remain many challenges to be solved regarding land tenure and the acquisition of land by the government.

- Key partners to engage with for development actors: Ministry of Interior and other ministries, NCRI and 'local' ministries, UN agencies, Norwegian Refugee Council, UNHABITAT

Government leadership: the role of the government is crucial looking at longer term solutions for displaced and urban poor populations, from coordination to service delivery. Due to the Federal set-up, strengthening capacity is needed at both federal and 'local' level. Land tenure, security and the provision of basic services are key responsibilities of governments to all population groups. Ministries are often under-staffed without offices. Therefore they are not able to systematically lead and coordinate with all actors on the ground.

- Key partners to engage with for development actors: Ministry of Public Works (national and regional), NCRI, local administrations, Ministry of Interior (national and regional),…

---

[4] For more information, please see SOF Shelter Cluster (Strategic Operating Framework)
[5] Craterre: http://craterre.org/
[6] AVEI: Auroville Earth Institute: http://www.earth-auroville.com/

Specific Objective (2016-2018)

Construction sector strengthened through public-private partnerships in the low-cost housing sector through a local area-based approach looking at both urban poor and displaced populations. The specific objective should contribute to the NDP of the Somalia government and should complement other existing initiatives such as the JPLG (Joint programme for Local Governance UNICEF, UNHABITAT and UNDP) on governance, urban planning and other more development oriented projects. It also complements the more resilience oriented projects that humanitarian partners are implementing.

Overall outcomes

- Overall capacity in Ministries is strengthened on low-cost housing programming. Potential outputs could be:
  - Research report done on local building culture in Somalia, including training packages developed for training of trainers in all regions (4-6 different training modules)[7]
  - X people trained within ministries as trainers on Local Building Culture in their respective region[8]
  - X dedicated technical staff to follow up on low-cost housing projects in X regions
  - X field training stations established targeting 300 persons each
  - X testing labs established on earth architecture[9]
- Overall capacity in Ministries is strengthened on land tenure and land resource management systems. Potential outputs could be:
  - Manual on land tenure in conjunction with NRC and Protection Cluster[10]
  - On-line platform established for land management and resource systems.[11]
  - Full mapping done of all public services in X urban centres
  - In X regions land acquired through donations by land lords by the government for durable solutions purposes
  - Establishment of X formal urban poor satellite cities with proper urban planning, including demarcation[12].
  - Department dealing with land tenure disputes put in place in X regions[13]
- Increased access of displaced populations to appropriate housing and tenure.
  - X low cost housing units built through subsidies and rental housing programmes[14] mainly in Mogadishu but potentially in other regions.

---

[7] Craterre would potentially provide a huge amount of expertise and could roll out this project in conjunction with the ministries. Craterre has developed a guide on assessing Local Building Culture: http://craterre.org/diffusion:ouvrages-telechargeables/view/id/d3845900ac17b593a04d696bdeaf69d5

[8] Similar to the training in Burkina Faso with the Red Cross and government through a field training site (see annex)

[9] During the dissemination workshop on Sustainable Shelter Solutions, the government was very interested in getting more know-how and a lab testing centre.

[10] Strong coordination with UNDP and UNHABITAT will be crucial. Other UN/NGOs could provide potential support.

[11] Earth architecture at scale can have negative effects on the environment.

[12] Strong coordination with UNHABITAT who can provide technical expertise, will be crucial. The main responsibility of the government is to ensure long term land tenure for its displaced population. So far, the acquisition of donated land has been very complex and in many cases expectations from land lords have come up after donations. To enable the government to negotiate with more power, the government also needs to be able to be in charge of the development of the land including leveling works, demarcation and access roads. Public-Private partnerships could potentially facilitate access to land.

[13] Needs to be discussed with protection partners and other existing projects like JPLG.

[14] In Mogadishu, land tenure is so contentious that it will be difficult to find any land that will be suitable for local integration purposes. According to a study done by UNHABITAT through comparison of satellite imagery of the past 5 years, the area that has been claimed through investments has a similar size than Mogadishu is today. Due to land speculation, it will be difficult to get long term land tenure. Therefore, investments in the rental markets will be crucial. Rental markets depend on many different factors, of which one being quality of housing and another access to services. In a Somalia context, rental markets for the urban poor and displaced are nearly non-existing. The private sector could potentially play a huge role to fill in this gap. Through subsidizing local building culture, low cost housing projects could provide affordable rental systems targeting the urban poor, returning refugees and IDPs. A thorough control system should be put in place, taking in mind that business is business. Rental Subsidies are complex and need to be tackled with caution. UNHABITAT has expertise to provide.

- o X households (IDPs, refugee returnees and host communities) supported with permanent land tenure documentation
- o X households supported with construction kits[15] containing materials necessary to build a prototype house LBC: cement, iron sheeting and wood for roof. The programme is reduced to a 'simple' distribution programme adapted to a newly functioning government to react quickly and transparently. Humanitarian partners can supplement the governments' contribution with a strong capacity building component and cash for work.
- o Construction of water-points, schools, health centres and police posts[16]. There remain often gaps in relocation projects in the area of basic services. Strong coordination and collaboration is necessary in-between all stakeholders to ensure the interventions are cross-sectoral.

Annex: Case-study Burkina Faso (Ouagadougou)

In September 2009, Burkina Faso had long-term rains and massive flooding mainly in the capital Ouagadougou. Many urban poor population living in flood-prone areas were affected and after a three months emergency period, the government with the support of the World Bank (or ADB) launched a massive relocation programme for 24.000 households. A site called Yagma was identified at the outskirts of the city. The government was in charge of registration, demarcation and provision of material kits (cement and iron sheeting).

The Red Cross with the support of ECHO provided transitional shelter to the most vulnerable and initiated the link with development sector through a vocational training programme looking at local building culture. T-shelters were designed to enable recuperation of the wood for roof-frames.

After an evaluation of the local building resources available in Yagma, samples of the different construction techniques were constructed at the training centre of the Red Cross. A strong emphasis was laid on the costing for each technique, with a strong emphasis on flood-prone foundations combined with sun-dried adobe block walls. In total, 10 Burkinabe trainers were trained who were linked to the private sector, to the government or to the Red Cross. 350 masons were formed from the population living in Yagma all who voluntarily had subscribed to the vocational training. Many residents of Yagma would come and visit the training centre to get informed of the different techniques used.

As local materials were available on site and cement had been provided, construction immediately started and within one year it was difficult to view the 3200 T-shelters that had been provided. Many of the relocated population groups started to replicate the proposed techniques and employ the trained masons from the training centre.

The next two pages provide an overview of satellite imagery in a section of Yagma. You can clearly see the progress in construction from t-shelter to permanent buildings within the first year after the relocation happened (March 2011).

---

[15] This outcome fully complements on-going shelter projects that are led by the Shelter cluster. See Shelter Cluster Strategy on refugee returns: the Shelter Cluster came up with a pilot project in Kismaayo looking at an improved mud-block house with cement-based foundation and CGI roof. The total cost of the house is in-between 800-1000$, of which around 40% is spent on the markets to purchase materials like cement, iron sheeting and wood. Learning from the case studiy In Burkina Faso, the government with support of the WB or ADB provided a material kit to all relocated households in Yagma, similar to the materials mentioned above. The government also facilitated access to quarries for earth, stone, sand and rock. With support from the Red Cross vocational training centres were established and provided capacity building on local building culture, earth architecture and building back safer. See further case-study, role of the government.

[16] Biggest problem remains the running costs of these services. So far, it has been the humanitarian actors that have been filling this gap. Long term funding is also needed to establish longer term education and health systems.

MARCH 2016

DEC 2014

JUNE 2012

MARCH 2011

MARCH 2010

MARCH 2009

Shelter Cluster Somalia
ShelterCluster.org
Coordinating Humanitarian Shelter