

SHELTER SECTOR THREE PHASE RESPONSE EVALUATION Permanent Shelter Case Study

**GAALKACYO - SOMALIA
JANUARY 2015**



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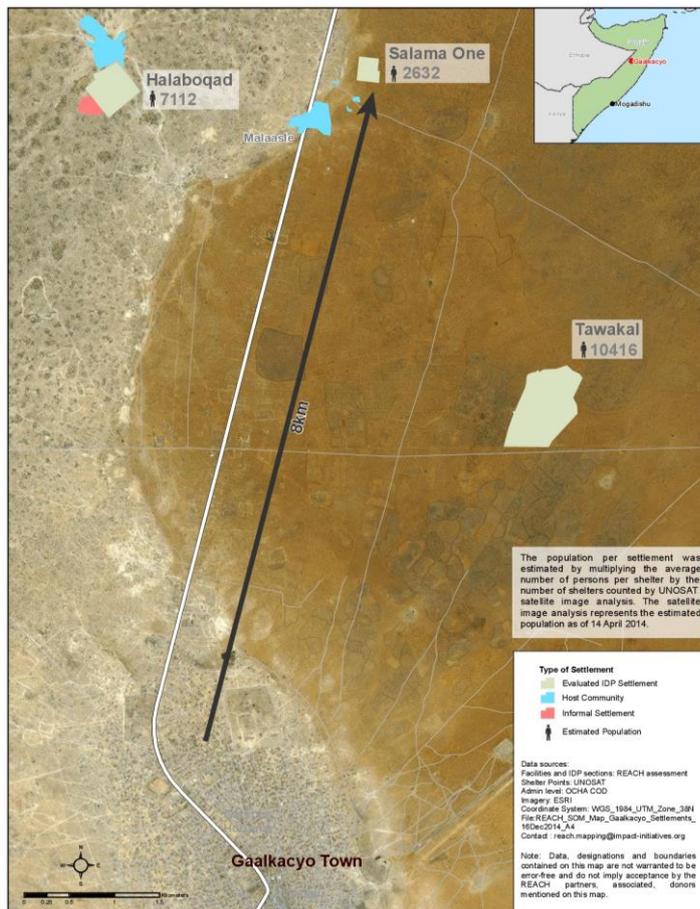
ANNEXES

- Annex 1: Map 2: Shelter Distance to Water Point Facilities in April 2014
- Annex 2: Map 3: Shelter Distance to Latrine Facilities in April 2014
- Annex 3: Map 4: Shelter Density in April 2014

Cover photo: REACH enumerator, Gaalkacyo, April 2014

BACKGROUND

Map 1: IDP Settlements Evaluated



Gaalkacyo is the capital of the north-central Mudug region of Somalia. The city is divided into two zones, where the main northern portion forms part of Puntland state, while its southern tip is governed by the Galmudug administration.

This evaluation focuses on three permanent settlements to the north of Gaalkacyo Town (shown in blue in **Map 1**). The three permanent settlements are located within 5 kilometres of each other and approximately 8-10 kilometres north of Gaalkacyo town. The permanent shelter programs have delivered a total of 1,256 permanent houses, home to an estimated 10,000 IDP residents. In addition, an estimated 20,632 individuals have relocated to the settlement areas, half of whom are thought to have settled informally in and around the permanent structures.

All three sites are located on private land and are governed by the Puntland government, which was closely involved in all stages of the program cycle from planning and design of the projects to

implementation and finally the hand-over of official land tenure documentation. The settlement residents are represented by community settlement committees and the sites have been divided into grids with community-elected officials providing oversight and management to each section, including engagement with the landowner and local authority when necessary.

Land tenure is one of three components considered crucial to durable solutions, the other two are community participation and sustainable livelihoods. These form the basis of the cluster strategy. Prior to the implementation of the planned settlements, a number of IDP households and host community members in Halaboqad and Tawakal had already acquired their own land deeds or relocated to the planned settlement sites showing a strong willingness to integrate locally. The beneficiary selection process varied across the settlements, but to ensure local community integration, approximately 10-20% of project beneficiaries were reportedly selected from the host community, a majority of whom already owned land on which their permanent shelters were constructed.

REACH was requested by the Global and Somalia Shelter Clusters to conduct an evaluation in the IDP settlements of Halaboqad, Salama One, and Tawakal outside Gaalkacyo Town. In order to achieve this, a household survey, key informant interviews, and community discussions were organised. The household survey employed a 95% confidence level and 5% confidence interval for each of the permanent settlements based on the number of permanent houses built in each settlement. A total of 622 households were interviewed in April 2014 by trained enumerators. This was complemented by key informant interviews and discussions with community members. Data was also available from a REACH-facilitated Shelter Review assessment conducted in Gaalkacyo Town in the weeks just prior to the evaluation.

SUMMARY OF RESULTS

Overall, the evaluation suggests that the permanent shelter programme in the three settlements outside of Gaalkacyo Town – Salama One, Halaboqad, and Tawakal – has successfully provided beneficiaries with high quality housing that protects inhabitants from the elements and serves as a secure shelter for the household¹. Furthermore, there is a clear desire from households residing in the permanent houses to further improve and develop their homes beyond the current structure that was provided to them. Household needs have shifted from a focus on basic shelter to financial and livelihood support to further invest in their land and home. These are both strong indicators of the sustainability of the housing project. Households also report a strong relationship with the local community and good dispute management mechanisms that will serve them well into the future. Given that the majority of the beneficiary households are from the Mudug area, integration is expected to be high.

The evaluation found that very few beneficiaries were involved in the construction process and lack the skills necessary to maintain their own shelter or contribute to the development of the settlement. This is a missed opportunity, as involvement or management of the construction process can provide a form of livelihood training and lead to improved maintenance of infrastructure after the completion of the program. Furthermore, the lack of a clear settlement plan with the needed space to develop infrastructure such as schools, markets, and hospitals could undercut the successes of the housing programme, as households begin to need more services and are unable to access them.

The permanent housing programme in Gaalkacyo is an example of a highly successful delivery-based housing programme in which higher quality housing was provided to the beneficiaries. This delivery-based and contractor-driven approach that is currently preferred by implementing partners in Somalia due to difficult access, clan-based tensions, political support and lack of existing capacity, however, limits household investment. The Shelter Cluster should continue to push towards owner decision making processes where the shelters can be built by the beneficiaries themselves, while taking a settlement-based approach that ensures there is ample room for settlement growth and that basic services are provided throughout the life of the settlement.

Table 1: List of Evaluation Indicators

| Results | Indicator | April 2014 |
|---|---|--|
| All housing uses high quality materials | 1. Materials used for shelter roof and walls construction | Salama One: CGI sheeting Tawakal: Concrete, CGI sheeting Halaboqad: Concrete, CGI sheeting |
| Signs of shelter self-improvement; a proxy for sustainability | 2. % of households using additional material inputs for shelter improvement or repair | Salama One: 60% households Tawakal: 40% households Halaboqad: 10% households |
| High levels of temperature and weather-related shelter problems | 3. % of beneficiary households reporting X priority problem related to their shelter assistance | Temperature: 80% households Weather: 50% households |
| High levels of desire for further shelter improvement; a proxy for sustainability | 4. % of beneficiary households desiring improvements to their house | 72% households |

¹ The extent to which the permanent shelter typologies provide protection from flooding or seismic events was not evaluated.

| | | |
|---|--|---|
| All houses meet minimum criteria for covered floor area | 5. % of targeted persons with sufficient covered floor area per shelter (minimum 3.5m ² per person) | 100% houses |
| High levels of financial support requested; a proxy for movement out of emergency | 6. % of beneficiary households requesting X type of additional support | Financial: 89% households Shelter 4% households |
| High level of infrastructure/service access among beneficiary households | 7. % of households with access to services/infrastructure | Latrines: 98% households within 50 metres <u>Water points (outside 100 metres)</u> Salama One: 3% households Tawakal: 0% households Halaboqad: 22% households |
| High level of perceived safety and security | 8. % of households that perceive that they are safe from security-related issues and natural hazards | 78% households |

RECOMMENDATIONS

1. **Livelihoods:** Livelihood training and the creation of livelihood opportunities within these permanent settlements should be integral to the shelter intervention. Livelihood interventions are important because they provide the basis for subsistence – a key objective of a permanent shelter intervention. Livelihood activities also allow those individuals interested in investing further in their house to do so. Livelihood support in new settlement interventions is extremely important to ensure appropriate development and well-being of the inhabitants.
2. **House Maintenance:** The permanent shelter intervention should ensure that beneficiaries are involved in the settlement planning and housing construction process. This is important for two reasons: (1) to understand the spatial needs of the beneficiaries, and (2) to ensure that the beneficiaries have the skills to maintain the housing and settlement assets after the implementing agency has left. Furthermore, this also potentially provides some livelihood training for individuals that may be interested in specialising in housing construction in the future. The permanent settlements currently have very little space for expansion and many of the individual houses need repairs. Some of these issues could be resolved with additional planning with the beneficiaries and maintenance training.
3. **Settlement Planning:** The permanent settlements evaluated provided very little room for expansion or construction of infrastructure and services such as schools or hospitals. Critical services such as these must be taken into account when planning a settlement to encourage inhabitants to continue to live and further invest in the settlement. During settlement planning, involve all clusters, particularly WASH and Protection, in needs assessment to improve emergency shelter planning and access to services and facilities in IDP settlements.
4. **Safety, Protection, and Security:** Households in Halaboqad, particularly, report feeling insecure in their houses at night. In the other planned settlements of Gaalkacyo, household members report feeling insecure at night, but at lower proportions, possibly due to the presence of police stations and fences around the plots. Safety and security measures to be considered include the construction of police stations and plot fencing, in order to improve perceptions of security in settlements.
5. **Assessments and Evaluation:** Data from informal settlers within the planned settlements must be collected for any future evaluations to ensure the outcomes of IDPs living in permanent houses can be compared with them. This will provide a reference point from which conclusions can be made about the impact of the shelter intervention. This is also important in order to evaluate the success of the response to understand whether host and IDP communities are fighting over limited resources and how assistance

to the IDP and host populations affects the sustainability of the response. Furthermore, the extent to which the shelters provide protection from seismic and flooding events should be evaluated.

RATIONALE

The evaluation was commissioned by the Global Shelter Cluster in order to better understand the impact of cluster coordination on the shelter response, and the resulting impact of the shelter response on the IDP population. The evaluation is expected to inform future cluster strategy and to be used as an advocacy tool for future targeted shelter response planning in Somalia.

PROCESS

The evaluation team followed six key steps in order to conduct the evaluation of the Somalia Shelter Cluster coordinated emergency shelter response in Gaalkacyo. First, REACH shared an evaluation terms of reference, analysis framework, and household questionnaire with the Global Shelter Cluster and Somalia Shelter Cluster for review, feedback, and approval, ensuring collaboration and contextually-appropriate lines of inquiry. Second, REACH hired and trained staff from implementing agencies in Mogadishu to collect quantitative household data using a questionnaire built on the mFieldwork mobile phone application. Third, REACH coordinated with the appropriate district commissioners in Gaalkacyo and all settlement umbrella leaders to allow for enumerator access to the settlements. Fourth, a consultant for the Global Shelter Cluster concurrently collected qualitative data from cluster partners and associated stakeholders on the cluster's role in coordinating the shelter response across Somalia. Fifth, REACH shared the preliminary findings from the quantitative household data with the Somalia Shelter Cluster's Strategic Advisory Group (SAG) and implementing partners in Gaalkacyo to ensure findings were accurate and allow for clarification where needed. Sixth, the evaluation team combined the validated quantitative and qualitative data into a series of case studies and a final report covering the shelter response across three locations and shelter response modalities in Somalia. This case study and the corresponding report includes comparative analyses between data collected in Gaalkacyo Town in April 2014 and in the planned settlements in May 2014.

PEOPLE AND RESOURCES INVOLVED

The evaluation team drew upon the expertise and knowledge of a wide variety of stakeholders in order to carry out the evaluation in Mogadishu. REACH provided five assessment and GIS staff to design and manage the quantitative data collection portion of the evaluation and to analyse the data. As part of this portion of the evaluation, four cluster partners provided a total of five team leaders and 25 staff to collect data, including Cooperazione Internazionale (COOPI), Danish Refugee Council (DRC), Norwegian Refugee Council (NRC), and Somalia Birth Attendants Cooperative Organisation (SBACO). Accommodation for the evaluation team and the training venue were provided by cluster partners. The Somalia Shelter Cluster provided access to and use of the mFieldwork platform to support data collection and database management.

CHALLENGES AND LIMITATIONS

As with many parts of Somalia, Mogadishu provides unique challenges and limitations to the research process, notably in terms of security and access. During this evaluation, there were two critical challenges and limitations. First, female enumerator participation was limited due to cultural norms and practices. There were a small number of female enumerators and every effort was made to ensure that female enumerators spoke with women in households where no men were present by distributing the female enumerators among as many teams as

possible. This is especially important for the Gaalkacyo evaluation, as the UNHCR-led project targeted female-headed households, so a high percentage would have been female-headed households.

Second, there were no data collected among informal settler households living in the three planned settlements. These data would have provided a strong reference point to compare households living in permanent houses with households living in non-permanent houses that have access to the same services and infrastructure. This should be a priority for any future evaluations in Gaalkacyo.

EVALUATION RESULTS

SHELTER RESPONSE

Shelter Type & Materials

In the planned settlements outside Gaalkacyo Town, the permanent housing sufficiently provides beneficiaries with physical security from the natural elements and also from protection and security concerns. These houses are a vast improvement upon the shelters currently inhabited by IDPs in spontaneous settlements in Gaalkacyo Town.

The majority of permanent houses were composed of concrete block or CGI and were classified as being in good or poor condition, thus were deemed to require no more than small repairs. By comparison, IDPs in Gaalkacyo were living predominantly in short-term shelter solutions such as transitional shelters (30%), buuls (24%) and tents (21%). The condition of these structures was poor with 73% to 87% classified as requiring immediate humanitarian action.

Figure 1: Shelter Types



Throughout the planned settlements two main shelter designs were observed: cement block and CGI shelters. NRC provided 533 concrete hollow block houses in Halaboqad; 471 concrete homes were also built by UN-Habitat in Tawakal. In line with the less-secure land tenure situation at Salama One, DRC oversaw the construction of 250 corrugated-iron shelters there.

The permanent shelters at Halaboqad and Tawakal are 23.5 square metres consisting of one 16 square metre room and one 7.5 square metre veranda. The structures were constructed with concrete hollow blocks, mud mortar and finished with cement rendering. The walls contain two steel windows with ventilation slots above each, while the roof is composed of CGI sheets with white wood roof truss.

The standard CGI structure found in Salama One is 4 x 4 metres and consists of a wooden frame covered in iron sheeting with a simple pitched roof. In general, the shelters can be easily dismantled and moved while the materials can be re-used or sold.

Shelter Improvement

Using shelter expansion and improvement as a proxy indicator for household investment in its shelter and sustainability of a permanent shelter intervention, the permanent housing program in Gaalkacyo can be considered a success. While the overall proportion of households that have conducted improvements is low, the types of improvements desired correlate with expansion of the house, as opposed to improvement of current features.

Across all three settlements, 37% of households reported to have conducted shelter improvements. When disaggregated by settlement, 60% of households in Salama One and 40% in Tawakal, have conducted improvements, while only 10% in Halaboqad reported to have done so. The type of shelter improvement implemented varied per settlement. A large number of households in Salama One reported partitions (40%) and extensions (35%) as the main improvements – this in-line with the transitional nature of the shelters there. Decoration and extension was most frequent in Tawakal; Halaboqad has seen very few improvements.

The majority of households (70% to 74%) across the settlements reported the desire for shelter improvements, with almost two-thirds requesting more space, half requesting access to better materials and half requesting more light. Further to this, 89% reported financial rather than shelter-related needs. A lower proportion of respondents (4%) reported shelter as an immediate need compared to IDPs in Gaalkacyo (22%); this suggests that needs in the planned settlements have begun transitioning from emergency to more of a focus on durable solutions.

HOUSING, LAND, & PROPERTY

The provision of secure land tenure is expected to contribute towards levels of integration and the overall economic security of a household. 98% of households in the planned settlements reported not paying rent, lowering their expenditure considerably compared to informal settlers in Gaalkacyo, who reported paying 11 USD per month. At the time of the evaluation, land tenure documents were in the possession of residents at Halaboqad and Tawakal but still had to be disseminated to residents at Salama One. While Salama One residents did report feeling less secure on their land, they did not report they feared the threat of eviction any more than those at other settlements.

ACCESS TO SERVICES & FACILITIES

Access to critical infrastructure and the ability for settlements to build missing infrastructure is limited in the planned settlements of Gaalkacyo. In terms of WASH facilities, the amount of water available (58 litres per household per day), the distance travelled to collect water (5 minutes in Tawakal and Salama One, 12 minutes in Halaboqad) and the amount of money paid by residents for water (2 USD for 20 litres) is similar to that reported by IDPs in Gaalkacyo town. As shown in **Map 2**, this is consistent with spatial analysis which demonstrates that 231 shelters (22%) in Halaboqad were beyond 100 metres of the nearest water point compared to only 3% of shelters in Salama One and 0% in Tawakal.

Map 3 demonstrates that nearly all (98%) shelters across all three settlements are within 50 metres of a latrine. The majority of latrines mapped in each settlement were reported to be separated by gender (94% Halaboqad;

98% Tawakal; 67% in Salama One). The small number of latrines that were not disaggregated by gender were mainly private household latrines in Salama One. While the majority of latrines were private in Salama One (99%) and Tawakal (97%), almost half of latrines in Halaboqad were communal. Furthermore, while more than 93% of latrines in Salama One and Tawakal provided locks on the inside and outside of latrines, locks were less prevalent in Halaboqad (75% provide locks on the outside and 78% on the inside).

Infrastructure mapping (see **Map 4**) identified very little open space for development inside any of the settlements, which will make future expansion difficult. The Tawakal site provides an estimated 50 square metres surface area per person overall, but many of the structures are concentrated in the centre of the site. Salama One and Halaboqad provide 29 square metres and 26 square metres per person respectively; this is less than the 45 square metres usable surface area per person recommended in the Sphere standards. This lack of open space will likely impact how the settlements will be able to develop in the future. Specifically, there are very few open spaces in the centre of all three settlements where additional facilities may be constructed when deemed necessary – to do so, would likely require the relocation of residents.

LOCAL INTEGRATION & LIVELIHOODS

Local integration and livelihoods are two of the most important aspects of a durable shelter solution. In addition, community participation in both the planning and construction processes is increasingly recognised as an important component of durable solutions.

Participation in settlement planning and decision-making was reported at all three settlements and is expected to lead to increased ownership of the process and continued sustainable and safe development after the end of the interventions. However, nearly all households assessed reported not being a part of the construction process, which is a missed opportunity for further skills building and further ownership of the settlement process.

Building solid relations with the local host community, authorities and informal settlers is important to ensure the settlements and surrounding areas remain sustainable and peaceful. Beneficiaries demonstrated a promising trend towards conflict resilience and peace building. This was achieved through organized dialogue with local communities, local authorities and the formation of informal settlement committees. A low number (<3%) of households reported a poor relationship with the host community. The difficulties reported by these households were mainly related to robbery and fighting.

Positive and regular interactions were also reported between informal settlers and residents to address issues such as land tenure and protection. There are thought to be around 1,000 informal households at Tawakal and 667 at Halaboqad that arrived before and during the implementation of projects. Careful management of informal settlers is an important issue that agencies must consider during the implementation of permanent housing projects. NRC managed this in Halaboqad by providing transitional shelters and latrines in a space adjacent to the main site.

Of those beneficiaries in planned settlements that intended to stay in the next six months, the main reasons given were because they wanted to stay permanently (70%) and to continue receiving humanitarian assistance (56%). Less than one-quarter of respondents said that lack of information or insecurity in their place of origin were reasons why they wanted to remain. This suggests that residents in the planned settlements are interested in staying due more to pull factors rather than push factors; suggesting that with further investment in livelihoods durable solutions will likely be reached.

Common obstacles to obtaining a job were lack of skills and education across the settlements. Separately, transport was recorded as a main issue - 60% of households reported their current source of income to be outside the settlement at an average of 60 minutes walking.

SAFETY, PROTECTION & SECURITY

IDP households perceive themselves to be safer in the planned settlements than those IDPs living in Gaalkacyo Town, however there are key measures that need to be taken, particularly in Tawakal to ensure continued safety.

78% of respondents reported they did not fear for their physical safety within the settlements. Despite the overall perception of security, the settlement committees reported having to deal with protection issues including eviction-related matters, violence against children and gender-based violence. The majority of respondents reported feeling unsafe outside of settlement (69%) and going to the market (53%). A large proportion of those reporting feeling unsafe at latrines were users of communal latrines at Halaboqad. Almost half of the solar lights in Tawakal were not functioning.

When compared to the informal settlement population in Gaalkacyo town, a higher proportion of households in the permanent settlements reported to fear for their safety inside their shelter at night. A large proportion of residents at Halaboqad (64%) and Tawakal (50%) felt unsafe in their own shelters at night despite the majority of respondents there reporting having locks on the inside and outside of their doors (Halaboqad (97%) and Tawakal (87%)). Only two-thirds of residents at Salama One reported having locks on doors; the majority of those who didn't have locks reported feeling unsafe inside their shelters.

The 'feelings of insecurity in their shelters' seems to correlate to the number of police stations at each settlement. For example, the high feelings of insecurity at Halaboqad may be linked to the lack of a police station there. Interestingly, the majority of residents at Salama One felt secure in their shelters where there were two police stations. At Tawakal, there was only one police station identified. Furthermore, Halaboqad residents were also the least likely to have a fence around their plot which might have contributed to feelings of unease there. Residents were more likely to have a fence at Tawakal (59%) compared to Salama One (42%) and Halaboqad (38%).

ADDITIONAL INFORMATION

The evaluation was conducted by REACH as part of its partnership with the Global Shelter Cluster. In Somalia, the Shelter Cluster is led by the UN Organisation for Refugees (UNHCR) as cluster lead. All of the reports, web-maps, static maps, factsheets can be accessed directly from the REACH Resource Centre:

www.reachresourcecentre.org, as well as through the Shelter Cluster website: www.sheltercluster.org.

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