



NORWEGIAN
REFUGEE COUNCIL

CASE STUDY FOR CASH-BASED OWNER-DRIVEN SHELTER RESPONSE IN BAIDOA



Danwadaag project 2019/2020

Humanitarian Context

The humanitarian crisis in Somalia is characterised by an intersection of prolonged conflict and recurrent climatic shock, the latter including drought, flooding and a more recent locust infestation, the compounding consequences of which continue to cause loss of life, waves of mass displacement, the destruction of critical assets and severe disruption to livelihoods. An estimated 2.6 million Somalis are currently displaced within the country and another 734,000 remain displaced in neighboring countries of Kenya, Ethiopia and Yemen, many of whom lack access to secure land tenure basic services to enable temporary safety and durable solutions.

South West State (SWS) is among the most vulnerable areas to the impact of climatic shocks, Baidoa being the second largest hub of settlements for internally displaced people (IDPs) in the country. As of April 2020, the city hosts 330,030 displaced persons across 483 settlements, many people having arrived owing to the impact of recurrent drought. Through October and November 2019, tens of thousands more people arrived owing to Deyr season flooding, much of which in turn affected displaced people once in Baidoa. According to a rapid assessment conducted on 6 November 2019, the rains have affected 103 IDP sites and a population of 63,040, most of them newly arrived and lacking appropriate shelter or other materials.

IDP Shelter condition

According to the Somalia Humanitarian Needs Overview 2020, 2.2 million people will require shelter, infrastructure and non-food item assistance through the course of the year. Half of the population live with at least one shelter inadequacy issue, most commonly related to use of sub-standard materials, lack of privacy and lack of lighting. Most IDP shelters are makeshift, constructed with substandard materials including clothes, sticks, polythene sheets and cardboard.

The shelter and infrastructure needs of displaced populations depend predominantly on the duration

of displacement and the nature of the tenure of the land on which they reside. The need for emergency shelter remains high among newly displaced IDPs in informal settlements, as they lack alternative shelter materials and non-food items (NFIs). Prevailing NFI needs identified by communities are solar lamps, blankets and kitchen sets. Shelter and NFI items remain unaffordable to many, causing displaced groups to scavenge for basic items, borrow cash, live with others in highly congested conditions and to move from one location to another.

Most displaced people live in IDP settlements and rely on humanitarian assistance. Those residing in informal settlements for a protracted period are in need of durable solutions; about 80 per cent of people in this situation report an intention to settle in their current location rather than return to their place of origin, citing insecurity and a lack of employment opportunities. Nonetheless, the unavailability of suitable land with long term security of tenure makes it difficult to provide durable shelters and other resources. Secondary displacements require shelter and some NFI assistance each time they move to a new location.

Land tenure and HLP issues

Tens of thousands of the 330,030 displaced people residing in Baidoa live with a constant threat of eviction. While some displaced groups manage to purchase small plots of land around the outskirts of the town, many live on private land without secure tenure agreements, and lack access to the knowledge and support required to negotiate their rights.

New site

Through the latter part of 2018, the South West State government provided public land for use by displaced populations, enabling humanitarian actors, led by IOM, to plan and resource more durable responses for displaced people in Baidoa. Some 24,000 IDPs at risk of eviction were supported to relocate to public sites, including a first relocation of 1,000 households.

Project stakeholders' involvement (coordination, support, modifications)

The effective implementation of this project has depended heavily on coordination and consultation with all key stakeholders - Danwadaag partners and the consortium management unit, DFID who, as a donor, played vital role in the continuous discussions with timely decision-making and has shown flexibility for the changes), the government agencies, UN agencies, NGOs, humanitarian clusters and, extremely importantly, community committees most affected by the project. Consultations across all groups were ongoing throughout the project, including through formal monthly meetings and frequent ad hoc based discussions, with critical consideration to selection of participants, housing design and construction and timely response to emerging challenges. Through this process, considerable changes were made by stakeholders as follow:

- Increase of Emergency Shelter Kits (ESKs) from 1,000 kits to 6,000 kits owing to the flooding response in Baidoa in late 2019;
- Conversion of 500 hybrid shelters with verandas into cash-based owner-driven low-cost housing solutions to cover the shelter needs of 1,000 households relocated to the Barwaaqo site in Baidoa;
- Transfer of responsibility for latrine construction to another partner organisation in Barwaaqo 2, enabling funding to be reallocated to the additional 5,000 ESKs required for the aforementioned flood response;
- Increased distribution of sanitation kits due to the deterioration in sanitation and hygiene conditions during the flooding;
- Late inclusion of tree planting in the project to reforest the Barwaaqo 2 relocation site as a component of environment conservation.

Housing support initiative (relevance)

To respond to shelter needs in Baidoa, NRC used DFID funding provided through Danwadaag to provide cash-based owner-driven ESKs in

drought/flood affected IDP settlements, and low-cost transitional housing support in the Barwaaqo 2 relocation site. This response was directed at supporting vulnerable Displacement Affected Communities (DACs) including those most recently displaced by drought and Deyr floods to meet their shelter needs with early solution initiatives.

Implementation model/strategy (shelter design, payment modalities, supervises....)

Both ESK support and low-cost transitional housing solutions support have been implemented using the cash-based owner-driven methodology, where beneficiaries received direct cash of 145 USD and 500 USD respectively to purchase construction materials and build their own shelters. Different typology designs of low-cost transitional housing were developed through consultation with the DAC forum and local authorities, then presented for formal feedback, contribution and endorsement from different stakeholders. Finally, the transitional Corrugated Galvanized Iron Sheer CGI Design-One Room (Size: 4.4m x 3.6m) without veranda was selected by communities as the most appropriate to their needs.



6,000 households received their ESK payment by two subsequent electronic transfers totalling \$145, paid in two instalments through the Hormuud Telecom company. The first instalment of 80 per cent (\$116) of the total shelter cost was provided in advance to enable purchase of materials, and a second instalment of 20 per cent (\$29) once shelter walls had been constructed to roof level.

An additional 1,000 households received housing solutions payments of \$500, paid in three subsequent instalments through Hormuud Telecom company. An initial advance payment of 50% (\$250) was made prior to construction, followed by a second instalment of 30% (\$150) after procurement of materials, and a third (final) of 20% (\$100) once they shelter walls had been completed to roof level.



Investment in markets enabled by this cash response, and the inclusion and participation of communities in related construction activities, provided a boost to the local economy and supported income generation through self-reliance and support. The cash-based approach enhanced participation from displaced communities and promoted project ownership, while creating livelihood opportunities related to construction, management, supervision, collection of local materials (sand, preparation of gravel/crash, water), and technical construction of their houses.



Market capacity and economic contribution

As the project consisted of the provision of cash for 6,000 emergency shelter kits and 1,000 transitional houses, local markets experienced an influx and pressure to sustain supply chains. As an inland city, Baidoa depends on the safe transportation of commercial supplies by road from Mogadishu. Throughout the project period, the market demonstrated strong capacity to sustain supply chains with exception to some scarcity of stocks during the height of the rainy season, when limited road access created some delays in procurement of materials required to support the 5,000 ESK grants.

Why a community-driven rather than contractor approach?

- Community-driven approaches created flexibility for the beneficiaries to choose the kind of materials they need;
- Through community engagement, people were involved in decisions that affect them;
- Enhances community participation and ownership at all levels;
- Economic injection – enabled income generation for local markets and employment for skilled and non-skilled laborers.

Environmental management

The design of shelters and mode of implementation considered the impact of this project on the environment, noting the importance of minimising damage to local environs. The materials and construction methods were selected and adopted to prevent over-exploitation and degradation of the local environment as a core element of ensuring project sustainability. Along with housing support and other early solution packages, 1,000 trees were planted in the Barwaaqo 2 relocation site, undertaken in collaboration with the Ministry of Environment and Wildlife, and the Commissioner for Refugees and IDPs for Southwest State. Communities were trained to plant and irrigate the provided trees in the morning and evening shifts.



Sustainability and durable solutions

NRC concentrated on the sustainability of project outputs through an owner-driven implementation approach in which communities were actively engaged in the design, participant selection and construction of their houses using cash support. This approach promoted participation and created livelihood opportunities for communities, members of which were able to generate income during the construction phase and an enhanced sense of ownership for the end result.

Household level land title deeds were issued to 1,000 households participating in housing solutions support in Barwaaqo 2, signifying legality ownership of their land. In additional, 20 community hygiene promoters were trained and equipped to manage hygiene-related activities and oversee wellbeing within their settlement. The mobilisation and active engagement of communities in all project phases fostered the ownership among target communities to sustain the project by maintaining the resources they were part of producing in the first place. The combined impact of housing, land ownership and hygiene training has built the capacity of communities to manage core issues and to settle properly within the broader community, a critical component of durable solutions and sustainability.



Construction of the prototype house



Future changes of this intervention model

Based on feedback from communities and ongoing monitoring from NRC's team, future delivery of this project will account for the following:

- Inclusion of flooring in the housing design
- Inclusion of veranda
- Increased veranda size to 6x4 square meter, for easy separation between parents and children, or to enable two-room housing.