

**Shelter/Non-Food Items Cluster**  
**Transitional Shelter Project**

**Context**

Nine weeks after the first wave of violence affecting Kenya, the patterns of population displacement still remain dynamic and difficult to read. Many of the people initially hosted in spontaneous sites (schools, churches, police stations, etc.) have decided to move to larger and better established camps, where they have access to better services and receive greater attention. Secondary movements of communities to so-called 'ancestral homelands' is ongoing.

Reports received from Nyanza indicate that up to 100,000 people (mainly from the Luo and Luhya communities) have moved to Nyanza and Western provinces. Although the majority of the displaced are being received and hosted by friends and relatives, others have no active social or family networks for support. Similar relocation movements are known to have taken place from north Rift Valley, Nyanza and Western, to Central province, involving mostly members of the Kikuyu community. As the strain increases on the capacity of host communities to support IDPs, there is a growing urgency to identify the number of IDPs living with host communities and their impact on both the household and local economy.

Adding to the vulnerability of livelihoods is the timing of the crisis, which coincides with the planting season. During the violence many farms/houses were burnt and crops lost, creating an additional vulnerability not only for those who were displaced. IDPs have faced limited or no access to their farms impacting not only individual livelihoods, but also the overall Kenyan economy.

Despite the prevailing uncertainty regarding both the effects of the negotiation process and the overall displacement situation in the country, means facilitating the process towards durable solutions and eventual early recovery need to be addressed early on. In this regard, the Shelter/NFIs Cluster has been working, on a transitional shelter project meant to initially respond to the shelter needs of those displaced people who decide to:

- A) Return to their former place of residence or;
- B) Relocate elsewhere in the country or, alternatively;
- C) Integrate in their current place of displacement.

The transitional shelter project development is based on a scenario that envisages a steady and continuous improvement of the security situation in the country. Overall, it

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is assumed that the situation will evolve towards a resolution of the crisis, enabling the process for durable solutions to begin<sup>1</sup>.

The project will initially address the needs of families that voluntarily return to their former place of residence and own housing/land (A): considering that these pre-requisites are key to the project's implementation and sustainability. For other categories (B) and (C) (see above) shelter needs will be addressed at a later stage when the pre-requisites will be met through the direct intervention of concerned Government Authorities.

Initially, the kit is meant to provide transitional shelter support for people in rural areas. Regarding those people who will be returning, relocating or integrating in an urban environment, their needs will be addressed through a similar programme developed by relevant humanitarian and development agencies.

Within the Cluster mechanism the transitional shelter project will be coordinated at the national level to ensure that different geographical areas of return are addressed in a consistent, standardized and prioritized manner. Relevant governmental departments are and will continue to be active part in Cluster activities, including the various phases for implementing transitional shelter solutions. The project will also be incorporated within the work plan of the Early Recovery Cluster.

## Project Cycle

### **Needs Assessment**

The needs assessment will be a comprehensive survey of the return areas and includes the collection of data related to shelter/housing, infrastructure, availability and condition of basic services and job opportunities needs. It will be crucial to have a complete outline of the interventions needed in the specific location. Though the Shelter and Non-Food Items Cluster will not provide the full package because of its mandate, other agencies or authorities should be mobilized to fund the assistance gaps. This is to ensure that the shelter project will be sustainable.

Assessments on the housing situation were conducted<sup>2</sup> in January 2008, while overall socio-economic assessments are planned to take place throughout all affected areas. These will be the basis for more detailed data collection that will take into consideration the evolving situation on the ground and provide more in-depth information on the areas of return targeted by the projects.

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1 Transitional Shelter project are developed in accordance with the "IASC Steps towards Durable Solutions to the Post-Election IDPs in Kenya" produced by the Protection Cluster and endorsed by the IASC Kenya Country Team on March 2008. In particular, assistance will only be provided to those displaced persons who have moved voluntarily, and are located in areas of security.

2 UN Habitat: "Rapid Assessment on the Impact of Post Election Violence in Nairobi", January 2008; "Rapid Assessment of Damages in Infrastructure & Housing in Eldoret Municipality", January 2008; "Rapid Assessment of Housing & Infrastructure Damage in Kisumu City"

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The needs assessment is comprised of two components: i) social and ii) technical:

- i. Social: Both demographic and social data collections are included. Some of this information will be drawn directly from the registration forms adopted for IDPs residing in camps or any other locations.
- ii. Technical: Technical analysis of the level of damage that occurred to housing units is also included. The categories adopted for defining the type of intervention needed are:
  - Non-reparable housing units (response = transitional shelter kit)
  - Repairable housing units (response = cash grant)

The technical assessment requires that the participants have an adequate level of expertise and knowledge to determine whether houses could be easily repaired (fixable) or have encountered damages affecting the overall static structure (non-fixable) and will be conducted by experienced teams comprising Governmental Representatives.

During the assessment, both the returnees and the receiving community will be interviewed, duly ensuring that women and men from a variety of age groups are equally involved in the process of data collection. Often women and men are not socially comfortable speaking out in a mixed setting. Therefore, to elicit the maximum participation, the need for separate interviews should be explored. In order to prioritize the communities that are eligible to benefit from the shelter project, the needs assessment will focus on key issues related to level of damage to former homes as well as land, property and tenancy issues.

Role of stakeholders				
Operational Agency	Lead	Kenyan authorities	Local community	Implementing Partners (national/international NGOs)
Monitor all survey stages through continuous exchange of information, reporting systems, and data analysis sharing.  Operational Lead Agency closely works in coordination with other Cluster Leads, especially Early Recovery, Water and Sanitation, Health, Education Clusters.		Participate in the needs identification. Compare the needs expressed by the community with the official planning standards and verify that they are real and coherent.  Verify that needs are not covered by the government or other assistance programmes. Keep the surveys updated.	Identify and communicate needs at the economic, physical and social levels, as well as "mapping" of the existing services, facilities and infrastructures.  Older persons, women and children are fully involved in identifying the different specific needs.	Organize open discussions with the community and authorities to identify, analyze and prioritize their respective needs. This is achieved through working with the community and raising their awareness of the needs of the community at large.  Collect information in a database and report on survey outputs.

**Criteria for Selection of Beneficiaries**

The beneficiary selection process is a very important step in any shelter assistance project. It requires transparency and the involvement of a specially recognized body in decision-making, representing and including all relevant stakeholders.

Prerequisites and criteria to determine which communities should benefit from the transitional shelter project have been established at national level and will be applied throughout all return areas. This will ensure that projects will be implemented in a harmonized and non-discriminatory manner.

The most important and basic prerequisites for eligibility in the shelter assistance are:

- Security in the area of return
- Registration
- Willingness to return
- Land/House ownership

The potential beneficiaries will have to be registered as internally displaced persons in any location of current displacement, express their willingness to voluntarily return to their former place of residence, share a title of land/house ownership and have a house that is damaged as a consequence of the crisis.

In the event that the financial resources available are not sufficient to cover the shelter needs of an entire returning community, among all potential beneficiaries, only the neediest households will be selected to benefit from the shelter assistance. The selection of the eligible beneficiaries will be based on socio-demographic, cultural, economic and physical indicators that determine the vulnerability of each household, giving due consideration to the groups with specific needs (e.g. female-headed households and children, older people, persons with a disability). A set of vulnerability criteria has been developed to facilitate the selection process<sup>3</sup>:

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<sup>3</sup> Access to adequate services is relevant to ensure the sustainability of shelter assistance. This factor will be taken into consideration, although it is not an established criterion.

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| <ul style="list-style-type: none"> <li>○ Female Headed Household</li> <li>○ Child Headed Household<sup>4</sup></li> <li>○ Single Headed Household</li> <li>○ Elderly</li> <li>○ Disabled</li> <li>○ Specific Health Needs</li> </ul> |
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An *ad hoc* committee comprised of local authorities (DC and DO), Operational Lead Agency field staff and implementing partners, and community representatives could be established to evaluate and eventually weigh<sup>5</sup> the vulnerability of each household in order to reach consensus on the final list of eligible beneficiaries. The committees would also have the responsibility to endorse and publicize the final list of beneficiaries.

Recognizing that the concept of “vulnerability” is a relative phenomenon depending on the location or village, community involvement in identifying vulnerable households is vital.

Role of stakeholders				
Operational Agency	Lead	Kenyan authorities	Local community	Implementing Partners (national/ international NGOs)
Coordinate and monitor that the vulnerability criteria are adopted in the selection of beneficiaries.  Participate in the committee meetings through field staff.		Actively take part in the committee meetings, share information, evaluate the selection process and facilitate the prioritization of households.	Actively take part in the committee meetings, share information, evaluate the selection process and facilitate the prioritization of households.	Determine the households’ profile by collecting information on their background, personal history and current living conditions. Data is collected through questionnaires and recorded in databases for analysis and reporting purposes.  Verify beneficiaries’ eligibility for shelter assistance.  Coordinate the establishment of the committee, chair and

<sup>4</sup> To accompany the transitional shelter provision, additional adequate assistance should be ensured to child-headed households according to the specific situation

<sup>5</sup> The Shelter and Non-Food Item Cluster members decided that weight/ score of vulnerability criteria are to be determined by the Local Committee on a caseby-case approach.

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## Community Mobilization

Transitional shelter projects contain a high degree of direct beneficiary participation; the construction is carried through the application of a self-built shelter approach. The Operational Lead Agency, through implementing partners, provides each selected family with a kit of housing construction materials, while the families directly participate in the construction work of their houses to the extent possible. Sensitization of the community should be promoted and all actors should be involved in working together to build on the capacity and strengths of community members.

It is however recognized that in some cases either the family members will not have sufficient technical skills to carry out the construction works, or they may be vulnerable and consequently cannot directly assist in the construction works.

Therefore, shelter assistance packages will include the following components:

- Diffusion of training materials for IDPs in camps on transitional shelter construction methodologies to initiate the development of technical skills and prepare beneficiaries in project participation.
- Provision of technical training on the implementation of transitional shelter project and technical related skills.
- Provision of skilled labor through local communities for the most vulnerable families (e.g. persons with a disability, older persons, female heads of households). The most vulnerable families should be identified by the community in order to avoid tensions and discrimination.
- In addition, the beneficiaries are provided with the necessary construction tools - hammer, saw and nails.

Recruiting local/community-based skilled labor facilitates the reintegration process and also promotes reconciliation, one of the desired side-effects resulting from the participatory approach applied under this strategy.

Technical supervision in the field will be provided by the operational partners and government authorities to support and guide the families in the implementation of the construction works. This supervision will also guarantee the minimum of quality requested and facilitates the smooth implementation of the works.

Role of stakeholders				
<b>Operational Agency</b>	<b>Lead</b>	<b>Kenyan authorities</b>	<b>Local community/ beneficiaries</b>	<b>Implementing Partners (national/ international NGOs)</b>
Assist whenever needed in community mobilization process.		Facilitate community mobilization process and monitor the community	Participate fully in all phases of the project, and ensure that the persons	Understand existing structures and ground rules within the communities to

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	mechanism when in place.	with special needs are represented.	establish a well functioning partnership with the community.  Closely work with the community.  Monitor the community committees and ensure transparency in community process.
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## **Implementation**

The design of the transitional shelter kits provides a living space of 18m<sup>2</sup> (3 x 6 m) for up to five individuals. The shelter will be erected directly on the ground (elevated dirt floor, with proper drainage around the structure). The structural frame is made of wooden poles, while the roofing will consist of corrugated galvanized iron sheets nailed to the structure. The beneficiaries will then build the walls with materials locally available, such as additional corrugated iron sheets, mud and straw, bricks, etc.

The kit is meant to provide transitional shelter support for people in rural areas. Regarding those people who will be returning, relocating or integrating in an urban environment, their needs will be addressed through a different programme developed by relevant humanitarian and development agencies

All transitional shelter projects, implemented in rural areas have and will have the same design in order to avoid discrimination among beneficiaries. The recommended design complies with the accepted minimum national standards and involves, within quality standards, relatively low financial inputs in order to temporarily assist a higher percentage of persons in need.

The kit remains technically simple and its standard design reflects the following factors:

- ✓ Architectural standards equating to national standards
- ✓ Relevant environmental and cultural factors;
- ✓ Economic considerations;
- ✓ Ease of construction.

The use of local construction materials is promoted to:

- Maximize the use of cultural and traditional practices (e.g. building materials, skills in various construction techniques and production of building materials);
- Create income-generating activities related to the production of local building materials and in support of the construction sector;

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- Improve the climatic comfort of the housing;
- Create harmony with the natural environment of the settlement;
- Effectively use natural resources and minimize the project costs.

Role of stakeholders				
Operational Agency	Lead	Kenyan authorities	Local community/ beneficiaries	Implementing Partners (national/ international NGOs)
Monitor that all shelter activities comply with the established rules/regulations governing the agreement with operational partners and in compliance with shelter guidelines.		Facilitate the community mobilization process during work implementation.  Collaborate in supervising the implementation of the works to address and solve possible social and organizational problems.	Participate directly in site cleaning and preparation.  Participate fully in all phases of the shelter construction.  Provide unskilled/skilled labor according to the construction plan.  Use the cash component to recruit skilled labors.  Complete the shelter construction in due time.  Occupy the shelter upon completion.	Supervise the distribution of transitional kits according to the quantities of the Bill of Quantities.  Provide technical supervision of construction works.  Ensure that beneficiaries build their shelter according to acceptable technical standards.

### **Monitoring**

Monitoring the provision of shelter assistance is critical to verify that each shelter construction contributes to the overall well-being of the beneficiaries. The monitoring should involve the participation of all relevant stakeholders to receive their input with regard to the progress of the implementation (achievement of objectives and indicators), problems encountered and how they should be resolved, as well as information on the project impact and achievements.

The monitoring should be conducted during each phase of the project implementation to ensure the timely correction of the project or the mode of implementation, if needed. In addition, the results will be used as lessons to improve the design and implementation of future projects.

Role of stakeholders				
Operational	Lead	Kenyan authorities	Local community/	Implementing

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Agency		beneficiaries	Partners (national/ international NGOs)
Assess whether: <ul style="list-style-type: none"> <li>• objectives were appropriate and relevant;</li> <li>• objectives were met;</li> <li>• livelihoods and living standards have been restored or enhanced and progress was achieved in terms of sustainable solutions.</li> </ul>	Facilitate the monitoring.  Learn from the communities what the problems are and what was not addressed by the project.  Provide support to make timely corrections whenever needed.	Play an important role for the collection of qualitative data: community members have the knowledge of their own context and living conditions; they best know if the project satisfies their needs and expectations.	Submit monthly periodic reports on actual achievements against planned achievements (the reporting system includes financial monitoring and performance monitoring reports).  Learn from the communities what the problems are and what was not addressed by the project.  Provide support to make timely corrections whenever needed.

### Evaluation

The primary objective of the evaluation will be to provide useful information, analysis and recommendations that could enable more effective planning, programming and implementation. Evaluations serve to assist all the stakeholders to benefit from lessons learned from its operational experience, identify examples of good practice, promote team-building and inter-agency cooperation, foster a transparent and self-critical culture, and determine the project's impact. Different methods of evaluation should be applied to effectively evaluate shelter projects in its different stages:

- Interim evaluation: such evaluations, which must be undertaken during each project phase, provide findings and recommendations that can be put to immediate use by operations managers and field staff;
- Final evaluations: such evaluations should ideally be undertaken by independent entities to objectively evaluate the impact and sustainability of the shelter project.

Role of stakeholders				
Operational Agency	Lead	Kenyan authorities	Local community/ beneficiaries	Implementing Partners (national/ international NGOs)
Look at efficiency, effectiveness, impact and sustainability, drawing lessons as a guide to future planning.		Facilitate the evaluation process.  Apply the lessons learned to other project development.	Play an important role in evaluating the impact of the project. Community members/beneficiaries have the best knowledge	Facilitate the evaluation process by providing the requested information and documentation.

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When project objectives are not met because of inadequate operational partners performance, corrective measures have to be undertaken.		of their own context. They are best suited to assess whether a project has improved their living conditions.	Learn from the communities what the problems are and what was not addressed by the project.
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### **The way forward**

It is envisaged that the community-based shelter assistance in rural areas will be part of a more comprehensive intervention targeting displaced communities returning to their former place of residence and surrounding communities. This project will require a high level of inter-agency and governmental cooperation within an integrated planning framework to ensure that the target groups have access to services and employment opportunities.

The shelter project will facilitate an early stage of IDPs' "re-building" their life in their former place of residence and constitutes a linkage among emergency assistance and durable solutions provision. Its transitional nature initiates a process towards more durable housing units which will be included in the governmental reconstruction plan led by the Ministry of Housing.

At the national and district levels, the Ministry of Housing is evaluating more durable housing solutions, which would imply that the Ministry would facilitate appropriate building technologies and materials (stabilized soil blocks among others) for displaced families to build a habitable housing unit. The Government plans for IDP communities to actively participate in the construction of their own homes.