

SHELTER SECTOR

PEOPLE IN NEED



1,720,000

PEOPLE TARGETED



596,153

REQUIREMENTS(US\$)



2018 137.3

million

2019

148 million

PARTNERS



28

GENDER MARKER



0

CONTACTS

LEAD MINISTRY

Ministry of Social Affairs (MoSA)

Mazen Riachi

riachimazen@outlook.com

COORDINATING AGENCIES

UNHCR and UN Habitat

Abdulrahman Abdelghani abdelgab@unhcr.org Malcolm Johnstone malcolm.johnstone@unhabitat.org

SECTOR OUTCOMES

Outcome #1



\$30.8 m

Enhance the shelter resilience of displaced vulnerable populations in temporary structures.

Indicators

Percentage of vulnerable displaced population groups whose temporary shelters in informal settlements or shelters in non-residential buildings in substandard conditions are kept proofed againts weather, flooding and risks of fire.

Outcome #2



\$105.3 m

Enhance vulnerable populations' access to affordable shelters at minimum standard.

Indicators

Percentage of vulnerable population groups having increased access to residential shelter at minimum standards affordable for vulnerable populations.

Percentage of assessed or profiled areas / over all listed areas with high percentage of vulnerable populations in Lebanon (500).

Outcome #3



\$1.2 m

Enhance contribution of national organizations and institutions to the housing situation in Lebanon.

Indicators

Percentage of Lebanese NGO, national and local organizations participating in the Shelter sector response / all agencies and organizations partcipating in the Shelter sector.

Percentage of national and local institutions, participating in the shelter sector, that contribute to a housing policy for Lebanon.

POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	51% Female	49% Male
h i Lebanese	111,250	74,166	36,861	37,305
Å → Displaced Syrians	678,180	481,987	248,223	233,764
Palestine Refugees from Syria	30,600	20,000	10,100	9,900
Palestine Refugees in Lebanon	180,690	20,000	10,100	9,900

Situation analysis and context

1.1 Overview

The Government of Lebanon's (GoL) no-camp policy has led to the formation of ad-hoc informal settlements, where currently 17 percent of the overall displaced population reside, largely in governorates bordering Syria. The remaining 73 percent of the displaced Syrians reside in residential buildings, while only nine percent reside in non-residential buildings¹ mostly in suburban and urban areas in and around the main cities of Tyre, Saida, Tripoli² and in municipalities of Greater Beirut.³ The Palestine Refugees from Syria are largely hosted by Palestine Refugees in Lebanon in their congested camps, adjacent areas and informally built gatherings. Economic vulnerability and increased debt accumulation has forced 53 percent of the displaced population to reside in inadequate⁴ shelter conditions. In 2017, the percentage of displaced Syrians residing in overcrowded⁵ shelters with less than 4.5m² per person, increased from 27 percentⁱⁱ from the previous year to 33 percent.iii

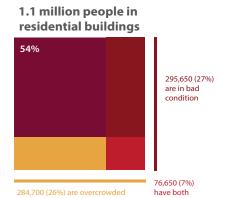
As the crisis becomes protracted, the **socio-economic situation** of many displaced Syrians has worsened. Seventy-six percent of displaced Syrian households^{iv} (an increase of five percent since 2016) and nearly the entire population of Palestine Refugees from Syria are severely or highly economically vulnerable. The combination of the limited job market, expensive housing and scarce basic services (e.g. water, electricity), which are further stretched by the high presence of displaced Syrians, increases the threat of tensions between displaced populations and hosting communities.

This increasingly vulnerable displaced population experiences difficulty in covering the costs of rent within a limited low-cost-housing market that cannot match demand, neither in quantity nor quality." Displaced Syrians who cannot afford their rent (which is on average \$183 per month)vi sometimes only covers part of the cost. This can lead to accumulated debt with the landlord which endangers their security of tenure and increases their **risk of eviction**. Of the Syrian households who are expected to change their accommodation in the next six months, 40 percent^{vii} expect do to so due to eviction by their landlord and only five percent due to eviction by authorities linked to security concerns. Overall, 45 percent were expecting to change accommodation in the next six month due to evictions, this increased from 25 percent in 2016.viii

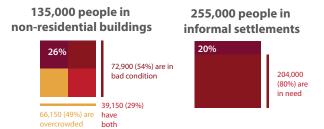
1.2 Shelter needs and challenges

The majority (73 percent) of the displaced population are residing in residential buildings. Twenty five percent

of these shelters are deemed below minimum physical humanitarian standards⁶. The average rental cost per household remained at less than \$190⁷ per month, which constitutes a third of the value of a Minimal Expenditure Basket (MEB) for an average family size of five persons per household.ix Out of the displaced Syrians that have changed accommodation in the first six months of 2017, 32 percent^x said that they have done so due to eviction by the landlord. Only six percent have fixed rental conditions through a written lease agreement.xi



have both



Programmes targeting displaced Syrians living in residential buildings face several challenges: most live in urban/semi-urban areas surrounding main cities and coastal areas where rental costs are high and security of tenure limited. Shelter conditions are poor but the housing demand is high. Therefore landlords, particularly those owning large low-quality shelter units, have little interest in reducing rental fees in exchange for the upgrades offered by the shelter rehabilitation program. Displaced Syrians are more likely to only receive a formalized rental agreement in exchange of the completed upgradesxii than benefit from reduced rental

Seventeen percent of the displaced population lives in informal settlements, primarily in the rural areas in the Bekaa and the North. These households are assisted with temporary materials, in accordance with GoL guidelines. Due to wear and tear of the materials, recurrent weatherproofing activities are necessary to ensure that these shelters remain liveable and resilient to the elements. While in previous years more than 80 percent of families living in informal settlements were

⁽¹⁾ Non-residential buildings are structures that were built for non-residential functions, ex" warehouses, garages, farms, worksites...etc.

⁽²⁾ Tripoli City Profile. UN-Habitat, Oct. 2016. Further profiles have been started for the cities of Tyre, Saida and Beirut, as well Baalbeck and Zahle.

⁽³⁾ City of Beirut constitutes its own Governorate; neighbouring municipalities belong, administratively, to the Governorate of Mount Lebanon.

⁽⁴⁾ Could be one or multiple of the following: structure in dangerous condition, quality of shelter much below shelter standard, overcrowding (<4.5sqm per person)

⁽⁵⁾ Refer to shelter standards such as SPHERE or by UNHCR. In Lebanon, minimal living space such not be below 4.5m2/person.

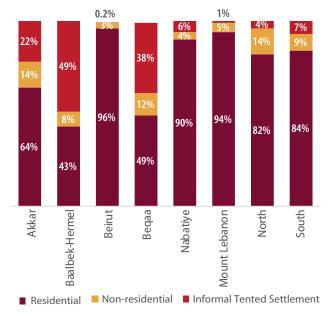
⁽⁶⁾ This figure excludes overcrowding which is (<4.5sqm per person) in the shelter

⁽⁷⁾ Average rent paid: 2016: \$189; 2017: \$183 (VASyR 2016 and VASyR 2017; (UNDP, UNHCR, WFP, 2016 and 2017). 80 percent of all HH of displaces Syrians pay rent, seven percent work in exchange for the rent costs, seven percent are hosted for free by Lebanese host, four percent by agencies + charities.

⁽⁸⁾ It is becoming more difficult in certain main coastal cities to secure rent reduction agreements in exchange of shelter rehabilitation/upgrade. It is however still highly accepted in certain districts within regions, namely the Bekaa.

assisted with shelter materials on a yearly basis, in 2017 only 65 percent of families received this assistance. The reduction in funding forced the Shelter sector to revise its shelter kit composition as well as its targeting mechanism to focus on families with acute shelter needs. Those not included in shelter assistance in the short term will likely require heavier interventions in the longer term, due to the inevitable deterioration of the temporary shelter materials. The growing threat of eviction has increased the challenges of the Shelter response in informal settlements. In 2017, multiple evictions affected more than 1,700 Households, requiring the Shelter sector to respond immediately by providing shelter kits in accordance with the assessed needs. This caused a partial depletion of shelter material designated for regular winterization shelter programming in informal settlements. The Shelter sector should prepare -within its capacity9 - to respond in case more evictions occur in the coming years.

Of the nine percent living in non-residential buildings – already considered below standard as they were not originally designed for residential use – more than 48 percent¹⁰ are considered so far below standards that they are deemed unsuitable for upgrading to adequate standards. While they will remain below humanitarian standards, acute emergency assistance, such as providing weatherproofing kits for minor repairs and WASH interventions, can somewhat improve conditions in non-residential shelters. Displaced Syrians living in such dire conditions, especially those in areas where winters are harsh, cannot be left without this temporary but crucial form of assistance.^{xiii}



1.3 Progress in 2017

With the Shelter sector funded at 25 percent in October 2017, Shelter sector partners assisted over 115,000 individuals: 64 percent displaced Syrians, 33 percent vulnerable Lebanese and three percent Palestine

Refugees from Syria or in Lebanon. Almost 78,000 displaced Syrians benefitted from humanitarianfocused assistance which maintained their temporary shelters at habitable conditions. The Shelter sector reached 65,427 individuals under the distribution of weatherproofing kits in informal settlements by October 2017. This relatively lower number reflects a different approach in 2017 when the bulk of weatherproofing kits were reserved for winterization assistance and only distributed to acute cases earlier in the year. Another 43,000 vulnerable people – both displaced and (Lebanese) hosting communities – benefitted from upgrading/repair of their residential or non-residential shelters to minimum standards. This amounted to 17 percent of the yearly target by October 2017 (compared to 29 percent in 2016; the target in 2017 has increased by 25 percent). Progress was mainly in the governorates of the North, Akkar and Bekaa, where apartments can be upgraded to a minimum standard with affordable costs and homeowners are willing to agree to extend the lease agreements under the same terms of conditions. But in urbanized areas of Beirut and surrounding Mount Lebanon, where the financial and technical challenges to rehabilitation of substandard¹¹ buildings are greater, only 11 percent of the 2017 target has been met.

Some 24,000 people, mostly but not limited to displaced Syrians residing in informal settlements, have been sensitized to the risks of fire, how to prevent such risks and how to fight fire with materials distributed to them. The Shelter sector is leading the integration of fire safety awareness, prevention and response into regular programming.

The 'Cash for Rent' program, a smaller-scale intervention which targets highly and severely socio-economically vulnerable families living in adequate shelters and not benefitting from the Multi-Purpose Cash Assistance program (MCAP), has reached 17,500 individuals in 2017. All mentioned forms of assistance were delivered in all eight governorates.

Four Temporary Technical Committees (TTCs) were formed in 2017 to discuss challenges and update guidelines for the following activities: 1) Weatherproofing of substandard shelters mainly in informal settlements; 2) Upgrading of substandard buildings (SSB) to minimal standards; 3) Upgrading of common areas within residential buildings; 4) Fire Risk Prevention, Preparedness and Response.

Overall Sector Strategy

The overarching aim of the Shelter sector is to mitigate the decline of shelter and economic conditions and strengthen the access of displaced Syrians and vulnerable host communities to an adequate standard of living, through affordable shelters in safe and secure conditions with enhanced security of tenure. The shelter objectives are key contributors to ensuring the dignity and privacy of the displaced population. Shelter sector

⁽⁹⁾ E.g.: Through maintaining a contingency stock of shelter stock and fire kits to be utilized in case of sudden evictions

⁽¹⁰⁾ The condition of the non-residential shelters is claimed, for six percent, to be in dangerous conditions, and for 48 percent to be below the minimum shelter standard.

⁽¹¹⁾ Refer to technical guidelines on 'upgrading of substandard buildings' for elaboration on what is considered as substandard.

has and will continue to contribute to mitigating health and protection risks caused by living in inadequate shelters that are exposed to the elements. Guidelines addressing the vulnerabilities of people with special needs (specifically physical disability or mobility impairments) will be mainstreamed in the shelter activities mostly through improving physical access to shelters and internal circulation within shelters.

Strengthening access to shelter (and related access to basic services) for all vulnerable populations also contributes to social stability and peaceful coexistence of displaced Syrians and Palestine refugees from Syria with their hosting Lebanese and Palestinian communities.

Overall, the shelter situation has not significantly changed in the last years. The main objective remains to shift the shelter assistance from reacting to acute shelter needs towards more sustainable interventions so that a larger part of the vulnerable population has increased access to affordable shelters at minimum standards. The strategy also takes into consideration declining funds and the possibility to explore additional funding options. ¹² In order to define the most impactful as well as the most sustainable strategy, the Shelter sector has to take into account:

- The vulnerable population with acute shelter needs remains large and includes economically vulnerable Syrians, Lebanese and Palestine refugees in all parts of the country.
- A major part of the displaced population continues to live in temporary conditions that cannot be improved on a sustainable basis, either because of the official restrictions that apply to the typology, e.g. informal tented settlements, or because the condition of the structure cannot be cost-effectively improved to minimal residential standards. The impact of improving shelter conditions in substandard residential buildings is greater when shelter assistance also includes the strengthening of security of tenure, the improvement of common building areas¹³ and access to basic services (health, education...etc). The combined assistance involving these activities coupled with inter-sector assistance provides more impactful and tangible results when applied to an area, e.g. to a neighbourhood or an area within a village.
- Given the technical capacities of the Shelter partners and the declining humanitarian funding, it is increasingly imperative for the Shelter sector to partner with public and private sectors as well as the academic sector and to support national and local institutions to improve the housing situation in Lebanon, especially for vulnerable populations.

The Shelter sector will, in the framework of the LCRP and

according to well-established standards,¹⁴ continue to apply the following principles in the implementation of its strategy:

- **1. Inclusiveness**: The sector shall primarily target the shelter needs of the displaced populations but shall also assist, within its capacity, the most shelter vulnerable and socio-economically vulnerable of the hosting communities.
- **2. Balanced**: The volume of the assistance shall be balanced between the temporary response to acute needs in informal settlements and non-residential buildings, and the more comprehensive assistance to improve the shelter situation in substandard residential buildings. The assistance has started to shift to the latter in 2017, and will continue to do so over the coming years.
- **3. Targeted and tailored assistance**, as assessed on site, to encounter the specific shelter needs of the vulnerable. Sustainable and cost-efficient measures to avoid repetitiveness and ensure effective improvement.
- **4. Coordinated**: Shelter assistance mainstreamed primarily with local authorities, communities and landlords.
- **5. Gender marker**: The assistance takes into account the specific needs of women, girls, boys and men.
- **6. Regularly monitored** activities to ensure they target the people most in need. They shall also be evaluated to ensure the activities achieve the sector's goals. The shelter assistance acknowledges the specific shelter needs for Persons with Specific Needs (PwSN) and for young and elderly persons.

For 2018, the Shelter sector, in partnership of local authorities and national organizations, will:

- Assist displaced populations living in temporary shelters in order to withstand adverse weather conditions.
- Assist displaced and hosting communities by rehabilitating or upgrading their shelters to minimum standards.
- Conduct studies and produce reports on the housing value chain to contribute to a better understanding of the housing situation in Lebanon and to the potential development of a national housing policy that also caters to the needs of the most vulnerable.
- Conduct multi-sectoral assessments/profiling of areas (e.g. neighbourhoods) hosting vulnerable populations in order to advocate for and support coordinated upgrading of areas.

To achieve the abovementioned aims, this shelter strategy is based on three main pillars:

1. Address acute shelter needs with emergency humanitarian assistance.

⁽¹²⁾ E.g.: development donors and private sector funds

⁽¹³⁾ A new activity that was development in 2017 with technical guidelines on implementation endorsed in September 2017

⁽¹⁴⁾ Reference is made to technical documents of each of the shelter activities drafted by Temporary Technical Committees (TTC).

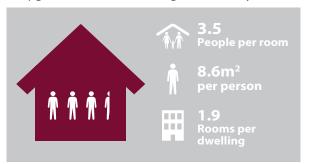
- 2. Increase access to affordable shelters at minimum standards combined with supporting the security of tenure.
- 3. Foster partnership with national institutions and organizations (local authorities, national organizations, academia and local communities).

Main Sector Objectives

The shelter sector aims to address shelter needs by providing temporary and sustainable assistance, combined with supporting the security of tenure of the assisted households.

The sector balances assistance between:

- Immediate assistance to meet acute needs of those displaced living in degraded temporary shelters;
- b. Sustainable stabilization-oriented assistance to upgrade residential buildings and security of tenure.



Humanitarian assistance for protection against weather, fire and other hazards

Almost one third of the displaced Syrians are forced to reside in non-residential buildings and low standard makeshift shelters in informal settlements, where the often hazardous conditions can only be mitigated **temporarily**. The sector will continue to address urgent shelter needs in informal settlements and non-residential buildings through weatherproofing, site improvement and other temporary solutions. The people of concern in such locations will also receive training and awareness-raising sessions to reduce the threat of fire, flooding and other hazards.

Enabling sustainable shelter upgrades to improve the shelter situation

Residential buildings that are currently below minimum standards but which are structurally safe shall be upgraded to a minimum standard through rehabilitation works. These interventions contribute positively to the quality of housing, including positive impact for landlords, while also improving security of tenure specifically for displaced Syrians. Rehabilitation interventions for the displaced population are linked with a lease agreement for one or several years, with a longer lease period wherever possible. The same objectives can be achieved through providing cash assistance to cover the rent when appropriate (Cash for Rent). These standard

shelter interventions can be accompanied by further forms of shelter assistance targeting the improvement of common areas of residential buildings.¹⁶

Security of Tenure and HLP rights

In Lebanon, a middle-income country, access to **affordable** shelter conditions at minimum standard is often prevented by high rental costs. Addressing these cost-related challenges lies either in the provision of increased opportunities for income generation or in the provision of financial support to meet these costs. The Shelter sector can contribute to the above by strengthening security of tenure by linking shelter assistance to lease agreements and by providing cost-efficient, targeted assistance that does not lead to increased rent for beneficiaries. Moreover, security of tenure is strengthened by raising awareness of tenants of their rights and by promoting a written lease agreement with the landlord.

Area Based Approach

The impact of interventions is greater and more visible when assistance is focused in areas with a high number of vulnerable people, for example, in poor urban neighbourhoods that have witnessed a drastic population increase, saturating the local housing market and stretching the already limited basic services. Additionally, these crammed and underserviced environments can often breed social tensions between communities. The Area Based Approach is essentially coordinated by local authorities with the support of humanitarian actors and allows for a comprehensive multi-sector upgrading of an area. It is meant to mitigate the deterioration of the socio-economic condition of the vulnerable populations residing in that particular area. The multi-sector assessment and profiling of vulnerable areas (e.g. neighbourhoods, villages, etc.) by the Shelter sector serves as a tool to promote such a coordinated Area Based Approach. The results of such profiling can serve various sectors as a basis to plan and implement their activities in order to reduce the vulnerability and potential for tension.

Foster partnership with national institutions and organizations

A comprehensive, longer lasting response to shelter needs in areas of social tensions is sought through engagement of national institutions and organizations as well as other stakeholders that are familiar with the local situation.¹⁷ The Shelter sector cooperates with aforementioned entities to elaborate, pilot and implement innovative shelter initiatives. The sector also intends to foster their contribution to the response through strengthening their shelter/housing related capacity where needed, jointly conducting and sharing shelter-related studies and engaging them in a new shelter platform.

when appropriate (Cash for Rent). These standard [16] E.g. to clear off debris material, to secure safe access, to light the staircases, to mitigate leaking walls, to set up water tanks on the roof and to seal exposed parts of the façade. (17) Includes NGOs and organizations of Lebanese civil society, e.g. religious, social, non-sectors in September 2016.

One of the ways to foster collaboration with national institutions and organizations as well as other sectors¹⁸ is through joint assessments such as the neighbourhood profiling¹⁹ exercise. The latter will be done mainly in urban contexts with precarious shelter conditions and overstretched basic services.

2.1 Shelter Sector Outcomes and Outputs

Outcome 1 - Enhance the shelter resilience of displaced vulnerable populations in temporary structures.

The outcome shall be achieved by one output relating to mitigating the deterioration of conditions in emergency shelters with acute shelter needs. The related activities can all be measured by the same type of indicator: the number of individuals benefiting from the accomplishments of each of the specific activities.

Output 1.1 - Temporary shelters hosting vulnerable displaced population maintained at liveable and safe conditions.

The acute shelter needs of vulnerable displaced Syrians that are forced to reside in temporary shelters shall be targeted, mainly within informal settlements, but also in substandard non-residential buildings that cannot be upgraded to minimum standards. The shelter assistance in the named shelters and settlements shall only be temporary in nature. Interventions take into consideration the very minimum requirements in regard to Protection (dignity, privacy, people with special needs, GBV) and tailored assistance is provided to the most vulnerable. At site level, fire awareness and mitigation materials will be provided in informal settlements and substandard buildings, while flooding mitigation measures will be undertaken in informal settlements.

In case of emergencies, such as evictions, partners will provide affected families with shelter kits where needed. In case of a significant change in context, the sector will assess and assist the affected population as needed and within its capacity and scope of work.

Outcome 2 - Enhance vulnerable populations' access to affordable shelters at minimum standard.

The outcome shall be achieved by two outputs, the first relating to improving access to adequate shelters at minimum standards, which are affordable for vulnerable populations. The related activities of the first output can all be measured by the number of individuals benefiting from the accomplishments of each of the specific activities and the number of private and public organizations contributing to the sector. The second output relates to the profiling of vulnerable areas to promote an inter-sectoral upgrading and response to needs. The latter will be measured by the number of profiles completed.

Output 2.1 - Access to adequate shelters at minimum standards, affordable for vulnerable populations, is increased.

(18) In collaboration with other sectors, namely Water, Social Stability and Basic Assistance.
(19) Partners plan to profile neighbourhoods in and around the major cities of Lebanon, e.g. UN-Habitat is profiling, this and next year, neighbourhoods in and around the cities of Tripoli, Beirut, Saida, Tyre, Baalbek and Zahle.

Lebanon has a limited quantity of shelters that are affordable for the poorer segment of the population. Affordable shelters are often below minimum humanitarian shelter standards. The Shelter sector can contribute to the stock of adequate housing by upgrading substandard shelters, both within apartments and in common building areas. Upgrading activities have the added benefit of improving security of tenure by requiring a written lease agreement in exchange for the upgrades, and the freeze, reduction, or even waiver of rent for a certain period.

The provision of affordable shelters at minimum standards is not the sole responsibility of the international humanitarian community and requires the support of the Lebanese national system. The Shelter sector therefore seeks to establish partnerships with national or local private and public organizations to contribute to the Shelter sector. The sector will also explore how new shelter initiatives can be elaborated, tested and implemented in partnership with local authorities, the academic sector, think tanks, NGOs and the private sector.

Output 2.2 - Areas of vulnerable populations promoted to be upgraded in a coordinated, cross-sectoral approach.

The Shelter sector will be conducting multi-sectoral assessments/profiling of areas (e.g. neighbourhoods) hosting vulnerable populations in order to advocate for and support coordinated area upgrading.

In 2017, the Shelter sector has prepared a series of Neighbourhood Profiles and Strategies that can contribute to coordinated programming by the different sectors according to their mandates, guidelines, capacities and priorities. The Neighbourhood Profiles identified highly vulnerable neighbourhoods, assessed their needs, and identified gaps to be addressed through collaboration between municipalities and different sectors.

Outcome 3 - Enhance contribution of national institutions and organizations to the housing situation in Lebanon.

In 2017, an increased focus will be given to this development-focused outcome to shift away from temporary humanitarian activities and towards building the capacity of national systems to provide adequate housing for vulnerable populations.

The outcome is measured by national organizations, academic sector, local authorities and Lebanese NGOs that will contribute to the Shelter response at different levels.²⁰ It will also be measured by the contribution of the Shelter sector to research on the housing sector in Lebanon. This will inform the contributions of local authorities, national and international organizations.

Output 3.1 - National institutions and organizations

(20) Measured by the degree of involvement, contribution and participation, e.g. national NGOs co-implementing shelter activities in neighbourhoods, networks with local shelter stakeholders, contributions in Temporary Technical Committees (TCC), # of witnessed lease agreements by municipalities

capacitated to contribute to the shelter and housing situation in Lebanon.

The Shelter sector invites these entities to contribute actively within the Shelter response. The Shelter sector shall contribute to this output by:

- Strengthening, if required, the shelter-related capacity of local and national organizations through training and collaboration;
- Inviting private sector, national academic and local organizations to share their expertise by creating an engagement platform on planning and housing at national and field levels;
- Assessing the capacity of public institutions and private corporations to provide affordable housing;
- Drafting and disseminating studies to better understand the urban and housing context.

2.2 Identification of sector needs and targets at the individual/household institutional and geographical level

In 2018, the Shelter sector is targeting **596,144** individuals,²¹ including Syrians, Lebanese and Palestinians. The total figure of individuals targeted has increased by **11 percent** (from 536,000 individuals in 2017).

The Shelter sector seeks to better target persons with special needs (PwSN) and those with specific vulnerabilities, such as female-headed households, with tailored shelter assistance. In order to track this effort, the Shelter partners have been requested to provide, wherever possible, disaggregated data on beneficiaries.²²

Base-line figure: The shelter needs of Syrians registered as refugees with UNHCR are identified through the VASyR 2017 and extrapolated over the entire displaced Syrian population of 1.5 million.

In practice, shelter agencies assist displaced Syrians that live in inadequate shelters conditions and are also socioeconomically vulnerable, regardless of their registration status. The Shelter sector's scope of work, however, excludes the following:

a) Households that are residing in areas live with inadequate observable conditions in the immediate surrounding area.²³

b) Shelters that only fall under the overcrowding category, especially when families are forced to reduce the rental costs in order to share an apartment. As this does not require building upgrading but financial assistance, e.g. unconditional cash grants, the sector cannot address this issue.

c) Buildings in dangerous conditions²⁴ that require

extensive technical evaluation and substantial investments exceeding the financial capacities of the Shelter sector. In such cases the Shelter sector will flag these concerns with the residents as well as advocate for the relocation of the families with local authorities and landlord.

Target Figures by Nationality

On base of 2017 VASyR figures, targets estimated by shelter type and on country level sum up to:

Target figures for displaced Syrians in Lebanon

- **208,800** individuals²⁵ (14 percent of displaced Syrians) with shelter needs living in informal settlements (2017: 205,020 individuals).
- **182,998** individuals²⁶ (12 percent of displaced Syrians) living in substandard conditions in residential buildings (2017: 157,883 individuals).
- **67,680** individuals²⁷ (4.5 percent of displaced Syrians) living in substandard conditions in non-residential buildings (2017: 55,982 individuals).
- 22,500 individuals assisted with Cash for Rent.
- **75,000** individuals (five percent of displaced Syrians) indicating that they are threatened by security-related evictions (2017: 25,869 individuals).
- Overall, there are **481,978**²⁸ displaced Syrians with targeted shelter needs (2018).

Target figures for Palestine Refugees from Syria and Palestine Refugees in Lebanon

- 20,000 of the most vulnerable Palestinian Refugees from Syria living in substandard shelter conditions (59 percent of the 34,000 Palestinian Refugees from Syria in Palestine camps and gathering, as indicated by UNRWA).
- **20,000** of the most vulnerable **Palestine Refugees in Lebanon** living in substandard shelter conditions (seven percent of the estimated 277,985 Palestine Refugees in Lebanon in Palestine camps and gatherings as indicated by UNRWA).

Vulnerable Lebanese

There are 445,000 vulnerable Lebanese under the poverty line.²⁹ While the sector will target the shelter needs of the extremely poor, the shelter situation of the most vulnerable Lebanese is yet to be explored.³⁰ It is

⁽²¹⁾ This excludes the 75,000 individuals that are due to be assisted in case of security related evictions as this is considered as a backup plan.

⁽²²⁾ Reporting of achievements on Activity info disaggregated by cohort, gender, age (children, elderly) and needs (PwSN).

⁽²³⁾ Areas with proximity to physical dangers and in isolated areas far from services.

⁽²³⁾ Areas with proximity to physical dangers and in soluted areas far from services. (24) Shelters that have structural damage or other physical damage that might oppose a threat to residents. This applies only to residential and non-residential buildings.

⁽²⁵⁾ Eighty percent require shelter assistance of the 261,000 residing in informal settlements (17 percent of the total of 1,500,000 displaced Syrians).

⁽²⁶⁾ Out of the 1.5M displaced Syrians, (1,098,000) 73.4 percent live in residential buildings out of which (274,500) 25 percent are deemed to be in substandard conditions. The sector aims to assist (182,998) 66 percent of displaced Syrians living in substandard residential buildings.

⁽²⁷⁾ Out of the 1.5M displaced Syrians, (141,000) nine and a half percent live in nonresidential buildings out of which the Shelter sector targets (67,680) 48 percent which are deemed to be in substandard conditions.

⁽²⁸⁾ This excludes the 75,000 individuals that are due to be assisted in case of security related evictions as this is considered as a backup plan.

⁽²⁹⁾ Further data on the general shelter situation of vulnerable Lebanese are expected from the GoL on base of the NPTP.

⁽³⁰⁾ E.g.: through field assessments and possibly through the profiling of some of the poorest urban neighbourhoods affected by the context.

then assumed that 25 percent³¹ of the aforementioned population are living in substandard shelter conditions in residential buildings out of which the Shelter sector will target 66 percent.

 74,166 individuals (17 percent of vulnerable Lebanese under poverty line) living in substandard conditions in residential buildings (2017: 77,298 individuals).

Geographical

In all governorates and districts, the sector primarily targets the shelter needs of displaced populations and, to the extent possible (depending on the sector capacity), those of the host communities who are most affected by the Syrian crisis. Updated and detailed information allows the identification and location of the needs of the displaced Syrians.³² Assistance to Palestine Refugees from Syria and to Palestine Refugees in Lebanon will focus on Palestinian camps, their adjacent areas and gatherings, which are mostly located in the North, South and around Beirut. In reference to the economically vulnerable Lebanese, a better understanding of their shelter needs shall be explored through the multi-sectoral profiling of different areas due to take place in the coming years.³³

Governorates of Akkar, Baalbek-Hermel and Bekaa: 46 percent³⁴ (around 678,160 people) of all displaced Syrians reside in governorates bordering the Syrian territories. Here, 35 percent (239,750 individuals) live in informal settlements³⁵ spread in rural areas, 13 percent (85,300 individuals) live in non-residential buildings and almost 52 percent (353,110 individuals) of displaced Syrians resides in apartments in semi-urban areas and cities.³⁶ The Shelter sector will provide assistance in the three governorates to around 301,869 displaced Syrians, split between temporary assistance to 190,953 individuals in informal settlements and 41,000 individuals in non-residential buildings. Upgrading, rehabilitation and conditional cash for rent will support the shelter needs of 70,269 displaced Syrians.

Governorates of North, Southand Nabatiye: 27 percent ³⁷ (around 409,700 people) of all displaced Syrians reside in these three governorates. Here, 4.5 percent (18,220 individuals) live in informal settlements, eight percent (33,960 individuals) live in non-residential buildings and the majority of 87 percent (357,520 individuals) live in residential buildings. The Shelter sector will provide assistance to around 95,017 displaced Syrians. The target includes covering the acute humanitarian needs of 31,714 displaced Syrians, equally split between

emergency assistance in informal settlements and substandard non-residential buildings. Upgrading, rehabilitation and conditional cash for rent will support the shelter needs of 63,303 displaced Syrians.

Governorates of Beirut and Mount Lebanon: 27 percent (around 412,140 people) of all displaced Syrians reside in Mount Lebanon and Beirut. With only few informal settlements with a small number of residents (3,030 persons amounting to less than one percent), not much attention has been given to the vulnerable population living in less visible but nonetheless hazardous shelter conditions (some 387,370 people, 94 percent in residential and only five percent (21,740) in non-residential buildings). In 2018, the Shelter sector targets to assist around 85,092 displaced Syrians. The target includes covering the acute shelter needs of around 13,166 displaced Syrians living in informal settlements and substandard non-residential buildings. Upgrading, rehabilitation, and conditional cash for rent will support the shelter needs of 71,926 displaced Syrians.

Institutional

In view of the likely continuation of current conditions, the relevant local authorities and national organizations are encouraged to engage more directly in the response.

A first step is to promote and strengthen the capacity of local authorities and national organizations to implement one or several shelter activities at the local level. International NGOs and UN agencies are invited to enable the participation of national organizations by building their capacity to take active part in projects so that, by the end of 2018, further national organizations are more actively engaged in the Shelter response. Their capacity can be best strengthened through their participation in joint projects with existing international NGOs who can share their experience and allow the Lebanese NGOs, national organizations and institutions to engage in the implementation of shelter activities first-hand.

As shelter activities are always related to a site or a settlement, the Shelter sector specifically promotes authorities and national organizations at local level to participate in the Shelter response. Municipalities are of particular importance for the implementation of projects regarding settlements and shelter. Therefore, the Shelter sector aims to strengthen the shelter-related capacities of three persons for each of 40 entities.

In collaboration with national organizations and institutions, the sector promotes sharing of knowledge and expertise, through conducting or funding national studies and reports. This could contribute to a better understanding of Lebanon's housing sector, which will be valuable when a national housing policy is developed by the GoL. As an initial target, the sector will aim to complete eight studies/reports nationally.

The sector aims to establish a platform to engage with the private sector, national institutions and academic sector on housing and planning where they can share their expertise. This platform will aim to strengthen the

 $^{(31) \}quad Using same percentage of displaced Syrians living in substandard residential buildings as indicated by VASyR 2017.$

⁽³²⁾ RAIS or figures for persons registered as refugees by UNHCR extrapolated on the preliminary results of the VASyR 2017 (WFP, UNHCR, UNDP).

⁽³³⁾ UN-Habitat started to profile the main cities in Lebanon and some highly vulnerable neighbourhoods within them. City profiles are planned for: Tripoli, Tyre, Saida, Beirut, Baalbeck and Zahle.

⁽³⁴⁾ Applying same localization percentage of persons registered as refugees applied to the 1.5million displaced Syrian population figure.

⁽³⁵⁾ Of the total persons registered as refugees by UNHCR living in informal settlements, 43 percent live in Bekaa, 34 percent in Baalbek-Hermel and 13 percent in Akkar

⁽³⁶⁾ An important number of displaced Syrians reside in and around Zahle and Baalbek, VASyR 2017; UN-Habitat has started city profiles.

⁽³⁷⁾ Applying same localization percentage of persons registered as refugees applied to the 1.5million displaced Syrian population figure.

capacity and knowledge of the Shelter sector to respond to the needs of vulnerable populations. The Shelter sector plans to engage nine stakeholders - national institutions and organizations as well as international agencies - in the suggested platform.

Total sector needs and targets 2018

Population Cohort	Total Population in Need	Targeted Population	No. of Female	No. of Male	No. of Children (0-17)	No. of Adolescent (10-17)	No. of Youth (18- 24)
Lebanese	111,250	83,438					
Displaced Syrians	678,180	583,455					
Palestine Refugees from Syria	30,600	22,500					
Palestine Refugees in Lebanon	180,690	22,500					
GRAND TOTAL	104,4579	711,893					

Type of Institutions	Total	Targeted
Union of Municipalities	52	30
Lebanese organizations		10

Mainstreaming of social stability, gender, youth, PwSN, conflict sensitivity and environment

Cross-sectoral points are taken into account by the Shelter sector through the following mechanisms:

- 1. International standards and specific guidelines, 38 also including non-technical aspects, are applied to ensure humanitarian and specific protection objectives; in the analysis, the needs assessment and in the response modalities.
- 2. Cross-sectoral recommendations are applied to ensure a holistic response to all main shelter activities, especially in the process of assessing/ profiling complex urban neighbourhoods.
- 3. People with specific needs shall be respected and accounted for in all relevant shelter programs through incorporating technical guidelines³⁹ that respond to the specific shelter needs of vulnerable groups, particularly: elderly and people with specifically physical disability or mobility impairments.
- 4. Youth: The Shelter sector through the area profiling exercise maps and promotes the establishment of safe open spaces for outdoor activities for the benefit of young people, especially in dense and poor urban neighbourhoods.

- 5. Gender dimensions are considered during the analysis and assessment of needs and in the design of shelter activities. The Shelter sector has participated in the rollout of the GBV guidelines exercise that was launched by the IASC. It has since worked on incorporating GBV guidelines and giving special consideration to gender dimensions in the revision of technical guidelines for the different shelter activities. Issues relating to enhancing safety and privacy in shelters were addressed in order to reduce the risk of gender-based violence and promote a safe living environment. 40 The Shelter sector has also suggested that field shelter staff be sensitized for and trained on GBV issues related to shelter as well as the referral pathways for victims of GBV. Gender mainstreaming in shelter activities will lead to a more effective response and safer environments for women, girls, boy, and men alike.
 - A single, but disaggregated indicator: The standard indicator for the Shelter sector activities (number of individuals benefiting from shelter activities) will, to the extent possible, be disaggregated by cohorts, age, PwSN, host communities and gender (girls, boys, women and men) to monitor how their specific needs have been met.
- **Cross-sectoral** issues discussed and coordinated with other sectors to ensure that linked issues are noted and coordinated, particularly those linked to multi-sectoral activities.

Conflict sensitivity

⁽³⁸⁾ UNHCR or SPHERE standards, specific guidelines (e.g. Handicap International), Shelter sector guidance and other related references (39) These technical guidelines are taken from the Global Shelter Cluster handbook on

technical guidelines for PwSN

⁽⁴⁰⁾ IASC: Shelter, Settlement and Recovery: Guidelines for integrating gender-based violence interventions in humanitarian action, 2015

The Shelter sector will prioritize beneficiaries who are severely or highly vulnerable through an inclusive process, encompassing Syrians, Palestine refugee and Lebanese populations. Their indicated shelter needs are targeted in all governorates and are assisted in an appropriate manner taking into account their regional and local context. In coordination with the Social Stability sector, the Shelter sector also aims to strengthen the shelter-related capacity of local authorities and national organizations to become aware of aspects of conflict sensitivity in the Shelter response and how to mitigate – practically and technically – conflicts arising from the cohabitation between Lebanese and displaced persons.

Environment

In collaboration with other sectors, e.g. the Water sector, the Shelter sector contributes to minimizing the negative impacts on the environment by taking into account:

- (1) The effects of **informal settlements** on the environment, e.g. to creeks or rivers, while planning and implementing activities to improve these sites⁴¹ and conducting trainings on fire prevention.
- (2) In urban areas: **common building areas**, e.g. roofs or entrances are improved to avoid any hazardous impact on other buildings, public areas or on the environment in general.

Fire Risk Mitigation

The risks of fire outbreak is especially high in informal settlements, where the ad-hoc planning can ease the spread of fire considering that there are no fire breaks between tents. Fire risks are also high in substandard residential and non-residential buildings where old doors do not provide a good barrier to the guick spreading of fire from one apartment to the next. The Shelter sector, in collaboration with the Lebanese Civil Defence (LCD) and the Lebanese Red Cross (LRC), has elaborated technical guidelines and IEC (Information, Education and Communication) material to raise awareness of fire risks. It also trains vulnerable populations on how to fight fires and make good use of the fire-fighting kits that are installed in informal settlements and in substandard residential and non-residential buildings. The Shelter sector plans to inform and sensitize other sectors and authorities and to promote joint trainings.

Inter-Sectoral Linkages

The Shelter sector is coordinated by the Ministry of Social Affairs (MoSA), with co-leadership of UNHCR and UN-Habitat. MoSA's strong presence in the Shelter sector allows smooth coordination with various other line ministries.

Coordination between the Shelter and other sectors is ensured through joint meetings at the national and field level, by the sharing of information and guidelines, through joint ad-hoc working groups to target specific issues and through referral systems. The Shelter sector seeks to further strengthen inter-sectoral collaboration

seeks to further strengthen inter-sectoral collaboration

(41) E.g. keeping distance to rivers and creeks, avoiding uncontrolled drainage to

environmental sensitize areas, promote proper solid waste collection

on the national level to find solutions for complex issues through pragmatic, response-oriented coordination.

The Shelter sector gives special attention to coordinate its activities with the following sectors: Basic Assistance: Coordination with Basic Assistance sector is of major importance. The financial support provided by the Basic Assistance sector to displaced Syriansis essential to cover basic needs. Additional cash is provided to severely vulnerable families to meet the elevated costs for weatherproofing and heating (winterization). However collaboration between the two sectors is essential to ensure the populations that are most exposed are well prepared and protected against harsh winter weather conditions and that there is capacity to provide all the means for sound weatherproofing to all vulnerable populations in need, especially in informal settlements. Sectoral support will be essential to complement the Basic Assistance sector's cash support. The Shelter sector shall take into account the socio-economic vulnerability score (Desk Formula) that is devised by the Basic Assistance sector as an additional layer coupled with the shelter vulnerability scoring⁴² for a tailored targeting process that aims at reaching the highly and severely vulnerable. Also, the targeting mechanism for some Shelter activities, e.g. Cash for Rent, are closely linked and to be coordinated with the Basic Assistance sector. For others, like minor repair and rehabilitation/upgrade, guidelines are continuously coordinated between the two sectors. This close collaboration is planned to continue in the upcoming years.

Water: The sector is responsible for the provision of water, sanitation and other services at a site level, while the Shelter sector focuses on ensuring provision of these services within the targeted shelters. The linkages between the two sectors are close. Regular meetings at field level foster joint commitment and coordination of the assistance:

- (1) Coordinated provision of basic services (mainly water and sanitation) to and within the shelters.
- (2) Site improvements in informal settlements and mitigation of flooding/inundation risks through separate, but coordinated activities; Shelter sector to take into account of ongoing assessments of Water needs in informal settlements in order to coordinate its assistance and to accordingly prioritize its informal settlements-related activities, e.g. weatherproofing, site improvement and fire risk mitigation.
- (3) Common building area upgrade activity, where the Shelter sector repairs and improves the infrastructure at the building level and within its plot boundary e.g. water and sewage pipes. The Shelter sector will refer buildings that are not connected to public water/sewage networks to the Water sector.
- (4) Coordinated efforts to upgrade the condition of not only shelter, but also water and sanitation in poor

⁽⁴²⁾ Obtained through in depth technical assessments conducted by shelter partners operating in the field.

areas, where basic services are stretched by the increased population. Collaboration targeting the needs of both sectors in the same neighbourhood is to be prioritized from 2018 onwards.

Energy: the Shelter sector advocates with landlords for the installment of legal electrical connections to the national grid. The sector also often promotes the installation of proper electrical connections within the different shelter types. Under the shelter rehabilitation/ upgrading activity as well as upgrading common building area, the sector assists in improving the wiring within shelters to mitigate safety risks like fires and allow a safe connection to the network.

Social Stability: The Shelter sector will also coordinate its upcoming activities to train national staff with the Social Stability sector, which has gained much experience in awareness-raising trainings, such as on fire risks, and in involving local stakeholders, from municipalities to communities and other actors. Shelter sector guidelines promote coordination with local authorities in all its activities. Also, the Social Stability sector could support the Shelter sector by sharing available educational and training material to raise the awareness of frontline shelter staff on conflict management and mitigation. This could include material relating to land and property rights. Conflicts arising from evictions threaten the social stability between vulnerable displaced and hosting populations.

Livelihoods: The implementation of shelter activities may provide livelihood opportunities: construction materials are procured locally; homeowners and landlords are assisted in upgrading their shelters for the benefit of the displaced populations and for vulnerable Lebanese. Shelter activities are also an opportunity to generate income in areas with high unemployment. The Shelter sector will actively inform the Livelihoods sector of urban areas where livelihoods have been identified as a crucial need under the scope of the area-based approach. To maximize the impact of our respective interventions, the possibility of providing trainees/beneficiaries of Livelihoods sector activities with employment opportunities through shelter contractors will be further explored.

Protection: The sector will continue to collaborate with the Shelter sector on ensuring referrals by Protection partners of cases of forced and security based evictions, for elderly and PwSN as well as people with specific protection concerns. The Shelter sector is interested in the Protection Sector's experience and advice to the Shelter sector in reference to HLP rights to foster the security of tenure, an important protection aspect of the shelter needs. The Protection sector will continue ensuring that shelter frontliners are trained on safe identification and referrals of protection cases.

GBV and **Child Protection**: The shelter agencies and their staff will be sensitized and trained on: SGBV prevention and risk mitigation as well as the different needs of women, men, girls and boys will be addressed.

Measures such as well-lit public spaces, inclusive and safe access to sanitation, and measures to avoid or mitigate protection risks linked to privacy, such as the provision of partition walls, shall be prioritized. Also, the Shelter sector promotes the active participation of women, men, girls and boys in consultations regarding the appropriateness of shelter assistance, e.g. the distribution of shelter kits in informal settlements. Lastly, the comprehensive profiling tools designed to assess the situation of vulnerable areas include specific considerations to assess SGBV related risks and aspects of child protection.

The **Education** sector will share with the Shelter sector its maps of education facilities with high numbers of displaced Syrians, especially in and around the most vulnerable areas. This useful information will be incorporated in area assessments and comprehensive neighbourhood profiles, which can serve as a base for further planning of education facilities.

Health: The same principles on exchange of information also apply to the Health sector, who can inform the Shelter sector on major health threats that partners should take into consideration when designing programs. This is especially important for shelter assistance targeting people with special needs such as physical disabilities. In addition, when identifying locations for shelter rehabilitation/upgrade, the Shelter sector takes access to health facilities into consideration.

Endnotes

- i. UNHCR registration data, December 2016.
- ii. UNHCR, UNICEF, WFP, Vulnerability Assessment of Syrian Refugees 2016.
- iii. UNHCR, UNICEF, WFP, Vulnerability Assessment of Syrian Refugees 2017.
- iv. Basic Assistance: New Desk Formula, August 2017.
- v. UN-Habitat: *No place to stay, 2015*.
- vi. UNHCR, UNICEF, WFP, Vulnerability Assessment of Syrian Refugees 2017.
- vii. UNHCR, UNICEF, WFP, Vulnerability Assessment of Syrian Refugees 2017.
- viii. UNHCR, UNICEF, WFP, Vulnerability Assessment of Syrian Refugees 2016.
- ix. Refer to B.A. Minimal expenditure basket etc.
- x. UNHCR, UNICEF, WFP, Vulnerability Assessment of Syrian Refugees 2017.
- xi. UNHCR, UNICEF, WFP, Vulnerability Assessment of Syrian Refugees 2017.
- xii. UNHCR, Substandard Building Rehabilitation Evaluation 2017.
- xiii. Refer to Bekaa Shelter Survey. UNHCR Zahle 2017.

Sector Logframe

Outcome 1: Enhance the shelter resilience of displaced vulnerable populations in temporary structures

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of vulnerable displaced population groups whose temporay shelters in informal settlements or shelters in non-residential buildings in substandard conditions are kept proofed againts weather, flooding and risks of fire.	Vulnerable, displaced population groups have weatherproofed, repaired or maintained their temporary shelters to maintain in safe and livable conditions	Activity Info-Responsibility of the Shelter Sector	Percentage of people living in temporary shelters	Quarterly

	NWAH	Lebane			//-	Displace	-			Palestin from Sy			X →	in Leba	ne Refuc non (PR	L)
[Baseline	Target 2017	Target 2018	Target 2019	Baseline	Target 2017	Target 2018	Target 2019	Baseline	Target 2017	Target 2018	Target 2019	Baseline	Target 2017	Target 2018	Target 2019
_	N/A	N/A	N/A	N/A	40%	48%	90%	90%	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Outcome 2: Enhance vulnerable populations' access to affordable shelters at minimum standard

Indicat	tor 1		ı	escriptio	n		Mean	s of Veri	fication				Unit	F	requ	ency
	age of vi			ercentage opulation			Activity	y Info-Res	sponsibil	ity of the	Shelter S		Percentag of vulnera	,)uarte	erly
resident minimu	ed access tial shelte um stand ble for vu tions	er at ards	ŗ	population groups having access to residential shelter at minimum standards, affordable for vulnerable populations, over the total of targeted vulnerable population in need of shelter with minimuzm standard at affordable conditions.				s at								
İ âi İ	Lebane	se		*	Displac	ed Syria	ins			ie Refug ria (PRS		^ +	Palestin in Leba			
Baseline 2017	Target 2018	Target 2019	Target 2020	Baseline 2017	Target 2018	Target 2019	Target 2020	Baseline 2017	Target 2018	Target 2019	Target 2020	Baseline 2017	Target 2018	Targ 201	1	Target 2020
8%	27%	46%	65%	75%	90%	95%	100%	5%	30%	55%	80%	65%	70%	75%	6	80%

Indicator 2	Description	Means of Verification	Unit	Frequency
Percentage of assessed or profiled areas / over all listed areas with high percentage of vulnerable populations in Lebanon (500)	a high percentage of vulnerable populations are pr	Activity Info-Responsibility of the Shelter Sector ofiled in a cross-sectorial manner; or their ssessed in such a manner that the main results assessments and profiles.	Percentage of vulnerable areas assessed / all 500 indicated vulnerable areas in Lebanon	Quarterly

Institutions/Areas

Baseline	Target	Target	Target
2017	2018	2019	2020
2%	16%	24%	32%

Outcome~3:~Enhance~contribution~of~national~organizations~and~institutions~to~the~housing~situation~in~Lebanon

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of Lebanese NGO, national and local organizations participating in the Shelter sector response / all agencies and organizations partcipating in the Shelter sector	Lebanese national and local govermental, as well as non-governomental organizations participating in the Shelter sector response	Activity Info-Responsibility of the Shelter Sector	Percentage	Quarterly

Institutions/Areas

		Target 2019	Target 2020
10%	20%	40%	80%

Indicator 2	Description	Means of Verification	Unit	Frequency
Percentage of national and local institutions, participating in the shelter sector, that contribute to a housing policy for Lebanon	level engage towards a	Activity Info-Responsibility of the Shelter Sector	Percentage	Quarterly

Institutions/Areas

	Target	Target	Target
	2018	2019	2020
10%	20%	30%	40%