






SHELTER

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SECTOR OUTCOME

OUTCOME 1: Increasing access to adequate shelter units for vulnerable groups	INDICATORS % of population with adequate shelter/total caseload	 \$128.4 m
OUTCOME 2: Living conditions within neighbourhoods and temporary settlements are improved and maintained for vulnerable populations	% of individuals assisted within Large informal and local communities' settlements / total caseload	 \$17.8 m
OUTCOME 3: Conditions are made conducive to provision of sustainable and affordable housing for vulnerable population groups	% of individuals who received assistance that benefit from rental laws and lease agreements awareness/total caseload	 \$1 m



PRIORITY INTERVENTIONS

- 1: Assistance based on type and condition of individual shelters, tenure concerns, and socio economic vulnerability of vulnerable communities
- 2: Increased adequate and affordable housing stock through house upgrades benefiting both displaced Syrian and vulnerable communities
- 3: Integrated neighborhood approaches benefiting vulnerable communities
- 4: Improved rent related security of tenure for vulnerable population as per Lebanese legislation



FUNDING STATUS

Funding already received for 2015:	\$ 5 m
Estimated sector needs for 2016:	\$ 150 m

1. Situation Analysis and Context

The absence of formal camps, the general lack of affordable housing, and the widespread dispersal of persons displaced from Syria have combined to complicate access to adequate shelter. With close to 1.2 million Syrians registered with UNHCR as refugees, no single shelter intervention can meet the needs of all families displaced from Syria. Shelter partners are thus employing diverse and innovative solutions to the challenge of identifying appropriate and affordable shelter. These include renovating and upgrading unfinished houses, garages, worksites and informal settlements,¹ as well as guaranteeing affordable structures within host communities, such as functioning collective centers and formal settlements should they become a reality.

Each option brings with it a specific set of challenges, but equally, opportunities. With respect to unfinished houses, garages and informal settlements, partner agencies undertake basic essential activities such as weatherproofing. More durable solutions include the rehabilitation of unfinished buildings, with homeowners benefiting from structural upgrades to their property in return for accommodating households displaced from Syria free of charge or for reduced rent for a fixed period of time. This type of intervention has the added benefit of increasing and ameliorating the existing housing stock, rather than simply increasing pressure on an already limited housing market. While supporting those most in need is a priority for the sector, ensuring that those who largely support themselves benefit from a transparent and predictable rental market is of equal importance, to increase tenure security and limit more households falling into the most vulnerable categories. Market based interventions can also provide vulnerable households with a defined period of relatively secure tenure.

Whilst Palestine Refugees from Syria (PRS) and poor Lebanese are supported, the largest recipient groups are Syrian *de facto* refugees, with the inter-agency shelter response having provided assistance to 246,000 Syrian *de facto* refugees in 2014. Some 51 per cent of persons displaced from Syria, of which 40 per cent were living in substandard shelters and 11 per cent in overcrowded apartments or with security of tenure concerns, were prioritized for shelter support under the RRP6.

The provision of weatherproofing materials remains an essential form of shelter assistance particularly for *de facto* refugees living in substandard shelters. Materials are likely to perish due to regular wear and tear, and thus need to be replaced annually. The provision of weatherproofing assistance becomes more critical in advance of winter and blanket weatherproofing of substandard shelters was undertaken. For those experiencing security of tenure difficulties and other highly vulnerable families shelter support is typically in the form of more costly relocation to rehabilitated shelter units/houses or collective shelters, or in providing market-based interventions.

By the end of 2014, 55 per cent of Syrian *de facto* refugees will be living in substandard shelter, mainly in informal settlements and garages, worksites or unfinished buildings.

Judged the most vulnerable in terms of their shelter requirements, such *de facto* refugees will also likely be comprised of 29 per cent of those considered the most economically vulnerable. Poor quality substandard shelters heighten risks and vulnerabilities among dwellers and increase their need for protection health, WASH, and winter support interventions. Moreover, poor living conditions increase women's and girls' risks to sexual and gender based violence due to lack of privacy, and overcrowding. Female headed households may be at greater risk of sexual exploitation, if they are unable to meet rental payments. Survival sex may also be resorted to in households that cannot pay for their rents.

The remaining 45 per cent of *de facto* refugees in rented accommodation also suffer from inadequacies in the provision of basic services, particularly WASH, and due to overcrowding and lack of privacy, must be prioritized for health and protection interventions. The availability of affordable shelter capacity has been further compromised by the reluctance of local communities to provide or allow the use of large buildings as collective shelters.

Some 81 per cent of *de facto* refugees pay rent. Scarce and diminishing resources, increasing debt, and the prevailing increase in the housing market prices led to a reduction of affordable shelter options respecting safety standards. The sector shelter surveys tracked a decrease in the proportion of *de facto* refugees living in apartments from 68 per cent in

¹ 'Informal Settlements' in this context refer to the settlements established by Syrian *de facto* refugees informally on agricultural lands consisting of tents, makeshift shelters etc. It does not refer to other unregulated settlements or structures built on occupied land, e.g. some Palestinian gatherings and urban neighborhoods.

August 2013 to 57 per cent in March 2014, with a projection to 45 per cent by December 2014. *De facto* refugees also lack general security of tenure and information regarding their rights according to national laws and regulations. While some 17 per cent of *de facto* refugees live in informal settlements on agricultural land (over 1,400 spread across the country), the majority lives in apartments and other types of substandard shelters in urban centers, which to a large extent follows the Lebanese settlement patterns, with 80 per cent of the population urbanized. This complicates the efforts of locating the most vulnerable in high density areas.

With increasing numbers of *de facto* refugees moving to more affordable but poorer quality accommodation, informal settlements have grown both in number and size. Many of these settlements predate the Syria crisis as they were used by Syrian migrant workers working on agricultural land nearby. However, some of these settlements are no longer perceived as temporary by surrounding communities. As they are a very visible manifestation of the displaced population presence in Lebanon, they often serve as a catalyst for tensions between communities. The willingness and ability of host communities and local authorities to cater to the needs of *de facto* refugees in informal settlements has been stretched to breaking point and shelter support must take into consideration these sensitivities and seek ways to benefit host communities with a view not to exacerbating these tensions.

There are 43,700 PRS currently in Lebanon, half of whom live in official Palestine camps that pre-existed the Syrian crisis and were already under-resourced and overcrowded. The influx of PRS has placed additional stress on shelter capacity in camps. Outside the camp environment, PRS are accommodated in high density urbanized Palestinian Gatherings and Adjacent Areas, and suffer from lack of secure tenure and adequate secure shelter. The recent GoL restrictions on the entry of PRS are expected to continue, thereby limiting an increase in the current caseload.

According to an assessment dated October 2014, the majority of Lebanese returnees are living in the same deprived and overburdened communities that house communities displaced from Syria. Most returnees are renting accommodation, with a minor percentage living in informal settlements (4 per cent).

2. Overview of 2015 Response

The shelter sector will continue to promote a diverse portfolio that responds to the needs of persons displaced from Syria and the Lebanese poor in an integrated and sustainable way. Through the LCRP, shelter partners will strive to reduce the burden on host communities by expanding projects that benefit all those affected by displacement, whether displaced or the host community.

Strategic shifts

- ✓ Provision of shelter assistance will be prioritized based on the type and condition of individual shelters, the security of tenure risks, and socio-economic vulnerabilities of the households. Blanket assistance to households in substandard housing will no longer be applied.
- ✓ Increased focus on improving and rehabilitating unoccupied and occupied accommodation, so as to enhance the availability of adequate and affordable housing and improve living conditions. In both cases, host communities benefit from more suitable housing offer in their municipality.
- ✓ Integrated neighborhood approaches will be undertaken to benefit both host communities and persons displaced from Syria, including direct shelter assistance to poor Lebanese households, thus having a positive impact on social stability and being cost-effectiveness.
- ✓ Activities to address security of tenure concerns

Due to many factors, including the protracted nature of the crisis, shelter assistance will continue to be prioritized to target the most vulnerable households. This will not necessarily translate immediately into a reduced caseload, but rather a renewed focus on cost-effective interventions.

48.6 percent of the Syrians registered with UNHCR as refugees will be targeted as follows:

- By the end of 2014, 55 percent of Syrian displaced is projected to be in substandard shelters. Of these, 70 percent of substandard shelters are in very critical conditions. This equates to 38.5 percent of the entire displaced population living in very poor substandard accommodation².
- Of the 45 percent of Syrian *de facto* refugees projected to be living in apartments and houses, an estimated 7.8 percent lives in overcrowded conditions and thus needs shelter support. This caseload constitutes 3.5 percent of the total Syrian displaced population.
- Finally, as per the shelter sector's survey of March 2014, 6.6 percent of Syrian *de facto* refugees were experiencing tenure concerns and were therefore considered particularly vulnerable. This figure may well rise, given the worsening security situation.

Syrians registered with UNHCR as refugees living in very poor substandard accommodation	Syrians registered with UNHCR as refugees living in overcrowded apartments	Syrians registered with UNHCR as refugees experiencing concerns over tenure	Total beneficiary percentage of the Syrian population registered with UNHCR as refugees
38.5% of total Syrians registered with UNHCR as refugees (including 29% of most vulnerable Syrians registered with UNHCR as refugees)	3.5% of total Syrians registered with UNHCR as refugees	6.6% of total Syrians registered with UNHCR as refugees	48.6%

The majority of the 48.6 percent of Syrian *de facto* refugees to be targeted, notably the 38.5 percent in substandard shelters, will receive weatherproofing support that is a relatively low-cost intervention. The remaining 10.1 percent will benefit from more costly interventions, such as the rehabilitation of houses and buildings to be used as collective centers. Lists of priority households are developed at regional level, in consultation with local authorities and with protection actors are closely associated to the prioritization process, including addressing potential for sexual exploitation or child labour linked to the payment of rent.

Whilst a target caseload of 48.6 percent of Syrian displaced appears high, the provision of cost-effective weatherproofing assistance has a direct bearing on other sectors, in particular health, WASH, protection and social stability.

The implications of a large, dispersed and protracted displacement on the economic, political and social fabric of Lebanon have prompted a rethink of the sector strategy. To this end, improvements in the quality and quantity of affordable housing will complement a more integrated neighborhood approach that aims to enhance the broader living environment. By working within Lebanese communities that host a high proportion of persons displaced from Syria and balancing assistance between communities, sector partners hope to reduce tensions. Participation of communities and municipal authorities in the design and implementation of the shelter interventions, and adequate communication, will continue to be part of the sector's strategy. In addition to the rehabilitation of houses, interventions include site or infrastructure improvement, provision of basic services and rehabilitation of public spaces in gatherings and urban areas.

With 81 per cent of Syrian *de facto* refugees paying rent, links with real estate market trends are crucial. The shelter sector will initiate dialogue with relevant stakeholders in public and private sectors to explore programmes that can increase the stock of affordable houses for the vulnerable population. Similarly, as a large number of rental agreements between landlords and tenants are verbal or informal, issues of tenure and property rights and obligations of landlords and tenants have to be addressed through activities that facilitate rental transactions.

All of the estimated 43,700 PRS in Lebanon will need assistance to meet rental costs, whether in *de facto* refugee camps or Palestinian gatherings and adjacent areas. The Palestinian camps and gatherings are characterised as urban poor

² Reference is made to the results of a survey jointly conducted by SCI and NRC in substandard shelters located in different geographical areas.

neighbourhoods, with a high degree of informal and unplanned structures, high population density and high poverty levels, and thus have the same shelter needs as others living in substandard shelters.

Holistic approaches to urban and semi-urban settlements will be based on intensive inter-sectoral collaboration, including some that are not traditionally addressed by the sectors. In this respect, three strategic components have been identified:

- ✓ Support to households will be prioritized based on their socio-economic vulnerabilities and shelter types and conditions.
- ✓ Interventions in densely populated urban and semi urban settlements will be prioritised according to the impact of the settlements on the environment and on basic infrastructure.
- ✓ Private and public markets will be further engaged, including through policy reform and legal support, to pilot innovative approaches to affordable housing.

Programs³ will respect the diversity of communities displaced from Syria and host communities, promote gender equality and equal access to rights. Women and girls, men and boys will be consulted and will equally participate in the design of collective shelters and neighbourhoods; specific attention will be paid to ensure that programs enhance the protection of vulnerable groups, particularly women and girls. Information dissemination initiatives will specifically target women, men, girls and boys and include key messages to reduce potential for sexual exploitation and other protection concerns related to the living conditions.

3. Overall Sector Target Caseload

Population cohorts

Category	Female	Male	Total	Comments
Syrians registered as refugees by UNHCR	383,000	346,000	729,000	729,000 is 48.6% of the projected caseload of Syrians registered as refugees with UNHCR. Actual Target is 747,618 equivalents to 49.8%
Palestine refugees from Syria	22,700	22,300	45,000	The set target is 100% of the total PRS caseload. UNRWA will cover 93.5%, while other agencies will cover the 6.5% gap.
Vulnerable Lebanese	N/A	N/A	800,400	800,400 correspond to 58% of poor Lebanese. However, 460,989 are currently targeted (30.7%) due to agencies' capacity.
Lebanese Returnees	12,700	12,800	25,500	As per IOM, 51% of LRS are in need for shelter assistance. However, 15,331 are currently targeted (30.6%) due to agencies' capacity.
Palestine Refugees in Lebanon	109,339	96,961	206,300	206,300 correspond to 76.4% of poor PRL. However, 70,799 are currently targeted (26.2%) due to agencies' capacity.

³ Shelter Sector Strategy – February 2014

Gateways for service delivery

Category	Number	Modality of implementation/ how the institution is engaged
National government ministries and offices.	1 (MoSA)	Co-Lead of Shelter Sector
INGOs and UN agencies	26	Independently or in partnership with UNHCR

In addition to targeting the Syrian displaced caseload, 58 per cent of the 1.3 million poor Lebanese will be targeted. These 58 per cent are the poor Lebanese that live in urban areas and are assumed to be the population most affected by the overcrowdedness created by the mass influx of refugees. The overall stabilization element, including the legal component of distributing legal documents and awareness, is anticipated to improve security of tenure for all vulnerable communities. However, the current targeting is 30.7 per cent, due to agencies', including UN-HABITAT's, capacities to address those needs.

76.4⁴ per cent of the total PRL caseload is targeted to be in need. This represents 206,300 PRL living under the poverty line. However, 26.2 per cent are actually targeted. This is linked to the capacity of relevant UNDP and other agencies' programmes to cover the needs of the most vulnerable among the PRL living in Palestinian Gatherings.

100 per cent of the 45,000 PRS are considered to be in need according to UNRWA and will be targeted with shelter assistance.

48.6 per cent of the 50,000 Lebanese Returnees from Syria are considered in need as per IOM assessments and relevant surveys. However, the current targeting is 30.6 per cent, due to agencies', including IOM's, capacities to address those needs.

4. Mainstreaming of Protection, Social Stability, Health, WASH, Education, Shelter

- 1. Protection-Shelter:** Addressing security of tenure concerns/relocation, identification of vulnerability, and priority cases of shelter assistance. Protection mainstreaming is primarily ensured through the prioritization of vulnerable families for allocation of shelter assistance, including addressing relocation of an increasing number of persons experiencing tenure difficulties and other protection concerns in particular linked to exploitation. Case management is undertaken in conjunction with the Protection sector.
- 2. Social Stability-Shelter:** Address security of tenure concerns, providing income-generating opportunities for host communities and persons displaced from Syria through the upgrading and rehabilitation work, providing support to municipalities for urban planning and regulations. These are the sectors that will need additional intensive collaboration.
- 3. Health-Shelter:** Providing a safe housing environment
- 4. WASH-Shelter:** Water and sanitary access, drainage, waste and water management, shelter rehabilitation, distribution of sealing off kits, sanitation upgrading. The WASH-Shelter inter-linkages are regular, including joint work on SOPs for rehabilitation of houses and collective shelters and site improvements for flood-prone informal settlements.
- 5. Education-Shelter:** providing safe and secure spaces for learning and social activities.

⁴ In reference to the UNRWA/AUB Socio-economic survey of PRL conducted in 2010, 66.4 per cent of PRL live under the poverty line. As a result of the implications of the Syrian crisis, it is assumed by UNDP that this figure increased at least by 10 per cent to reach 76.4 per cent of the overall PRL population

5. Partnerships

This Sector is under the leadership the leadership of the Ministry of Social Affairs.

List of Partner Agencies

ACTED	DRC	PCPM	UNDP
ADRA	INTERSOS	PU-AMI	UNHABITAT
ANERA	IOCC	SCI	UNHCR
CLMC	IOM	SI	UNRWA
CONCERN	Medair	SIF	URDA
COOPI	NRC	Solidar	