

Shelter/NFI Cluster

Annual Report

2019

HIGHLIGHTS

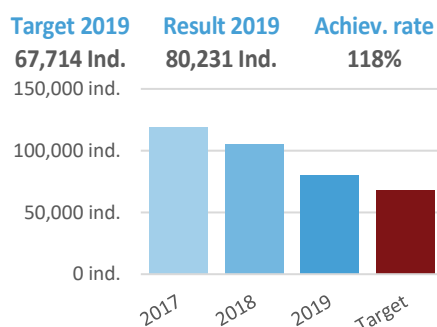
- **Change of the Cluster's coordination structure:** At the end of 2019, People in Need (PIN) has completed its co-chairing duties on sub-national level, remaining only in a role of an active member of the Cluster. In 2020, the leading role on both national and sub-national level is assumed by UNHCR with co-leadership of the Ministry for Veteran Affairs, Temporarily Occupied Territories and IDPs (MVTOT).
- In July 2019, **Ukrainian Humanitarian Fund**, a Country-Based Pooled Fund managed by UN OCHA and the Humanitarian Coordinator (HC) started its work. Five projects concerning shelter or winterization received grants for implementation within the first allocation.
- **First steps in the transition** of coordination duties: The Shelter Cluster has been working with the MVTOT (before merging with the Ministry for Veteran Affairs in the second half of 2019, it was a Ministry for Temporarily Occupied Territories and IDPs). Followed by the signing the Protocol of Intentions between UNHCR and MTOT in January 2019, the Cluster team has invested into the capacity building of the Ministry and shared insights on how coordination in the sector functions.

The Shelter/NFI Cluster reports operational achievements according to the **3 Cluster Objectives** that group activities by type:

- the **first one** includes core and immediate **life-saving activities**;
- the **second one** relates to transitional solutions and the provision of **adequate shelter** in the absence of durable solutions;
- the **third one** aims at stabilizing the humanitarian situation on a **longer-term perspective**

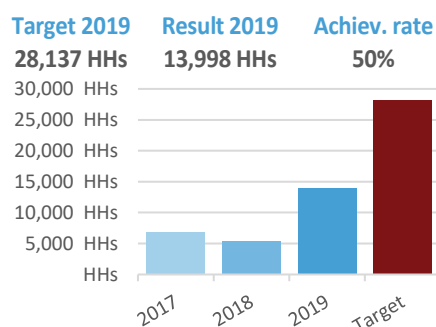
Cluster Objective 1

To provide acute emergency response to newly damaged homes and life-saving winterization support



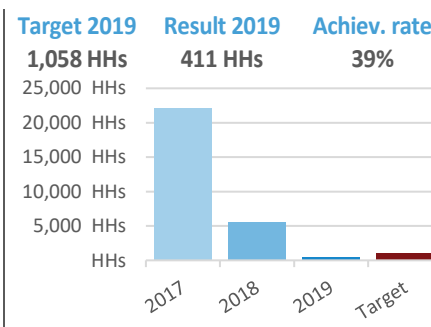
Cluster Objective 2

To provide light and medium repairs and adequate housing support for IDPs through rent or winterized Collective Centre support



Cluster Objective 3

To provide permanent shelter through structural repairs/reconstruction and community infrastructure repairs

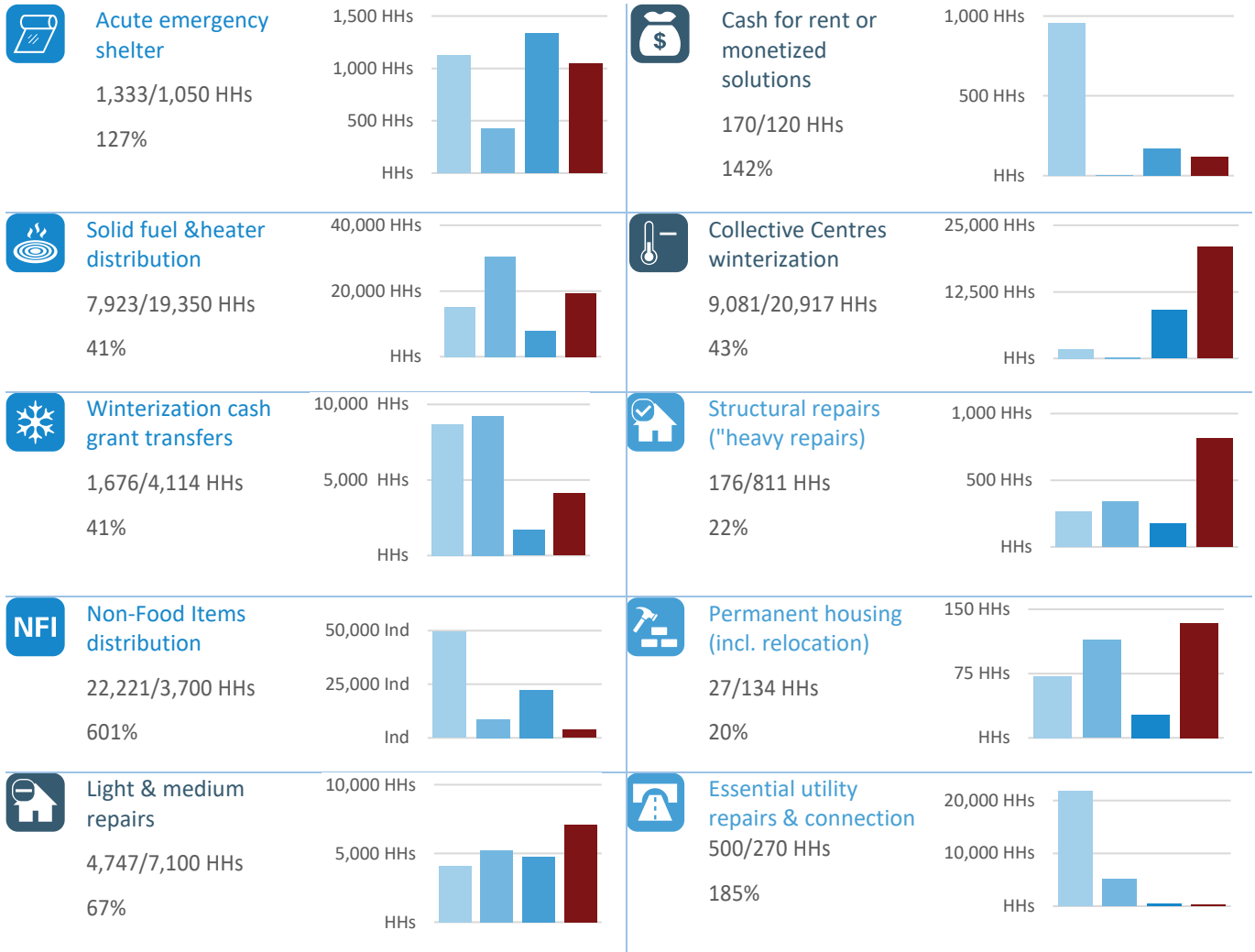


Achievements by activities

Last year's trends show an overall gradual shift from the provision of acute emergency assistance to transitional solutions.

- Shelter Cluster partners have overachieved the Objective 1 of essential shelter and NFI needs, mainly due to a higher number of NFIs being distributed. This can be explained by Shelter Cluster partners receiving NFIs handed over from other organisations.
- As to the Objective 2, Cluster partners managed to cover more repairs in 2019 than in 2018. Moreover, there were reported some cases of full house insulation done by partners, which were tracked under "Other monetized solutions" activity.
- Only half of the planned households were covered within the third Objective. This tendency depends on the cost and the speed of providing the heavy repairs and reconstruction. However, after five years of conflict, these activities are now among the Cluster's priorities.
- High achievements of individuals benefitting from communal infrastructure and network repairs in the past two years were captured mainly due to the progress made by the development actors that are reporting to Cluster. In 2019, their reporting is streamlined on a separate manner (see section State Support) as the development indicators do not align with humanitarian indicators.

For each activity associated with the Cluster Objectives, the graphs on the next page report: (a) the output vs the HRP target; (b) the achievement rate; and (c) a comparison with the achievements in the previous year's respecting the same colour code as above.



New damages

the year. Most of the damages were registered in June with 111 new damages. The hotspots throughout the year were Staromykhailivka, Zolote, Pikuzy, and Horlivka. Despite the slightly higher number of damages in 2019, the number of new damages in government-controlled areas after July 2019 was quite small (only 10 new damages). 83% of the damages occurred in Donetsk oblast (646 new damages vs 130 in Luhansk). Responding to these new damages as well as addressing some of the older registered damages, partners have distributed acute emergency kits to 1,333 HHs, slightly overachieving the target (1,050 HHs). A quick comparison between 2018 and 2019 shows that the peaks of the new damages took place in the second middle of spring – first half of summer. This should be used by partners as an indicator in terms of preparedness.

Regardless of the positive political developments that took place in the second half of 2019¹, the overall number of the damages has slightly increased compared to 2018. The total number of damaged houses in 2019 is 776, while in 2018 there were 738 damages recorded at the end of

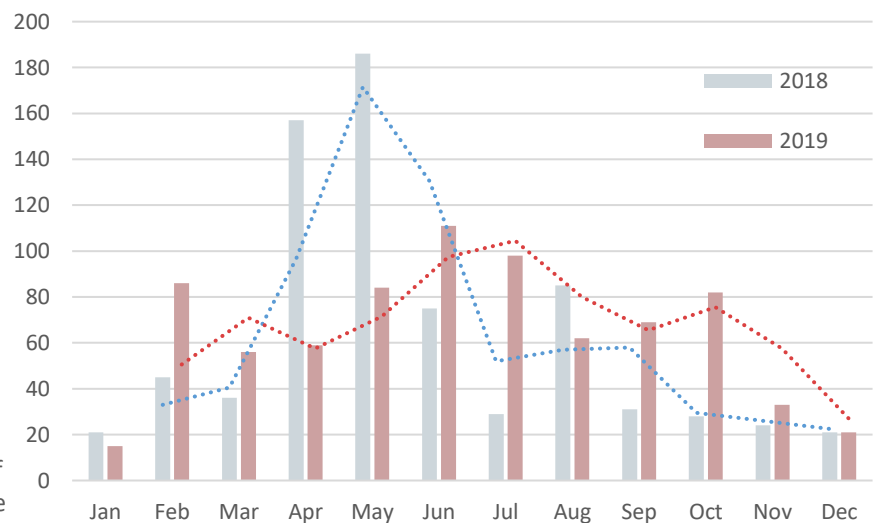


Figure 1 Comparison of monthly trends of new damages in 2018 and 2019

¹ According to the decision of Trilateral Contact Group on Ukraine of 2016, Ukraine started a process of armed forces disengagement in the settlements of Stanytsia Luhanska, Petrovske, and Zolote. This process means the withdrawal of forces as well as dismantling of engineering structures on both sides of the Contact Line.

Home repairs

Based on the residual needs' assessments on GCA conducted by NRC as well as on requests from de-facto authorities, shelter agencies planned to provide repairs to 2,996 buildings where 8,045 HHs reside (excluding acute emergency repairs). Similar to 2018, access for shelter agencies to NGCA is still insufficient as the main condition for any humanitarian assistance is de-factos' approval. Shelter agencies reported repairs to 821 buildings in NGCA, covering 1,050 HHs. Important to note that no reconstructions were done in 2019 in NGCA.

In GCA, partners repaired 2,175 buildings for 4,112 HHs. Most of these buildings have received light and medium repairs, with very few reconstructions. In some cases, assistance was provided to beneficiaries residing in multi-story buildings, which explains the high proportion between number of buildings and number of households.

HHs who received shelter assistance

(excluding emergency repairs)

	GCA	NGCA
2015-18	33,157	14,031
2019	4,112	1,050
total	37,269	15,081

Estimated residual needs

2020-...	1,400+*	8-10,000
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Winterization assistance

As previous years, winterization assistance remains one of the Cluster's priorities targeting the most vulnerable population. The recurrent nature of this assistance is explained through the fact that almost five years of crisis have prevented the majority of conflict-affected people from recovering their livelihoods, and that more people have by now exhausted their financial savings and are not able to prepare adequately for the coming winter. In this regard, humanitarian agencies were encouraged to approach their winterization programmes as actions complementary to the assistance provided by state agencies in GCA and de-facto authorities in NGCA. The main principle of winterization support in 2019 was to focus on addressing the most urgent needs of this type. Prioritizing the isolated settlements along the line of contact and those households that do not have access to a centralized gas-supply system allows humanitarian agencies to cover the most acute needs. The limited capacities of persons of concern often followed by the additional security concerns related to the ongoing shelling and/or military presence.

During the winterization campaign 2018-2019, cluster partners provided support to 26,578 HHs (65% of the target). Key achievements from that year included 15,530 individuals receiving NFIs and 40,263 individuals receiving support from solid fuel and heater distribution. In the first half of winterization campaign 2019-2020, 19,611 HHs have received support where the major part of the activities was NFI distribution. Among the activities that partners provided, there were some innovative activities such as cash for utilities in those locations where residential buildings are connected to the centralized heating system. This approach allowed prevention of further displacement and the deterioration of multi-apartment buildings which could negatively impact the health status of the buildings' residents.

State support & development efforts

MVTOT continued the allocation of the state subvention to the local governments. Initially splitted with the 50/50 approach (50% of the value of apartments covers the local administration and the other 50% does state), in June the approach was revised to 70/30. 85 temporary apartments were purchased for IDPs. In this way, approximately 204 IDPs received temporary housing last year.

After providing 208 families with affordable housing in 2018, the **State Youth Fund** managed to increase the amount of the state budget foreseen for affordable housing in 2020. Thus, 300 mln UAH (approx. 12.2 mln USD) were allocated for the affordable housing programme in 2019. In December, when the State Youth Fund opened registration of beneficiaries for this programme, 6,678 IDPs applied for it. As to January 2019, 758 IDPs have already received housing for the 2019 funding. Note: the affordable housing programme is a state programme that foresees that beneficiaries pay their share of 50% of the value of the housing, while the remaining 50% is covered by the state.

State Emergency Service of Ukraine (SESU) is a new partner that coordinated shelter assistance with other Cluster partners. In 2019, they managed to repair approximately 200 houses, using the materials allocated by the Department of Civil Defense of Oblast Administration. Working initially with roof repairs, the SESU brigades expanded the scope of their interventions to include works with walls and wiring. Since 2014, they have covered 1,031 dwellings with plans to work on 925 more in 2020. Currently, SESU brigades operate only in Donetsk oblast, while in Luhansk oblast, the local authorities have no materials in stock.

Ukrainian Social Investment Fund (USIF) has been providing support to IDPs within their projects USIF-V² and USIF-VI³. The first project began in December 2015 and finished in May 2019. The purpose of both these projects is the development of social infrastructure and provision of housing for IDPs. By the end of 2018, construction works at 7 housing facilities (dormitories) for IDPs were finished. 133 IDPs were settled in restored buildings. In 2019, 10 objects were reconstructed accommodating 221 HHs of IDPs. The second project is expected to be finalised in 2023 and foresees repairs or reconstruction of 15 housing objects for IDPs.

² <https://usif.en/project/ufsi-v>

³ <https://usif.ua/en/project/14>

Most of the activities of the **GIZ** Infrastructure Programme were completed in 2019. During 2019, construction works on 81 buildings were finished, all of which represent important social facilities. These objects are schools, kindergartens, and centres for social services which in total provide services to 818,089 people throughout the year. Only two objects are pending to be finalized in 2020 within this programme.

HLP TWG

During 2019, the Housing, Land and Property Technical Working Group (HLP TWG) chaired by NRC that operates jointly under the Protection and Shelter Clusters, has been coordinating and providing technical support for both national and international partners, concerning the main HLP issues in eastern Ukraine.

With the support of the Global HLP AoR the HLP TWG's Strategy and Workplan 2019 have been developed and approved at the beginning of the year where 4 main and 2 additional priorities have been identified, The main priorities are:

- prevention and response to risks to civilian property that is occupied/used by military;
- restitution/compensation rights for destroyed or damaged buildings;
- documentation in shelter interventions;
- collective centres.

Two additional priorities include general coordination and other issues.

For the sake of effective coordination, the HLP TWG has slightly changed its operational structure and initiated three taskforces within its umbrella to bring together key HLP actors to proceed with joint activities: **Compensation Task Force** (led by NRC); **Military Use Task Force** (co-led by NRC and OHCHR); and the **Shelter Documentation Task Force** (co-led by NRC and DRC).

In 2019, 20 coordination meetings of both the HLP TWG and the Task Forces have been held. The areas of coordination were also expanded in 2019 – the HLP has initiated the first monthly coordination meeting in Mariupol on a regular basis in order to enhance the HLP-related coordination in the southern part of Donetsk Oblast.

In summary, the main contributions of the HLP TWG in 2019 included:

- Approval of the Guidance Note "Legal Documentation Needs for Shelter Response";
- Dialogue with the MVTOT on developing a compensation mechanism for property damaged or destroyed during the conflict and two further letters with recommendations on the amendments to the compensation procedure;
- Facilitating in developing an Advocacy Tool "Compensation For Property Damaged Or Destroyed As A Result Of The Conflict In Eastern Ukraine: Key Messages"
- Coordination of the response of the protection partners to the case of military use in Avdiivka, Donetsk Oblast.
- Developing an internal advocacy roadmap for the simplification of legal mechanism in shelter operations.

Uncovered needs

Shelter activities in GCA as well as those protractedly displaced in collective centres remain among the outstanding needs to be addressed by humanitarian and/or state actors. Based on the findings from the NRC damage assessments regarding residual

shelter needs, partners managed to cover the needs of 2,500 HHs, some 1,400 HHs will remain uncovered in 2020. However, the caveat should be made that these assessments do not include unaddressed needs in 'red zone' settlements and multi-apartment buildings. Figures of shelter needs in these areas are expected to double the humanitarian workload.

The trend of lack of assistance to collective centres continued in 2019, worsening the coping strategies of the IDPs residing there and further preventing the buildings from returning to their pre-crisis use. Based on the monitoring of the situation in the collective centres done by MVTOT, more than 7,000 IDPs still reside in collective centres without available options of durable housing solution.

Links & publications

Shelter/NFI Cluster in Ukraine	Eng.	Ukr.	Rus.	Ukraine: Humanitarian Shelter Damage Assessment for Luhansk Oblast	Eng.	Ukr.	Rus.
Recommendations/Guidance				Ukraine: Humanitarian Shelter Damage Assessment for Donetsk Oblast	Eng.	Ukr.	Rus.
Shelter Cluster Strategy (Revision)	Eng.	Ukr.	Rus.	R2P Protracted temporality: how IDPs live in collective centres	Eng.	Ukr.	Rus.
Winterization Recommendations 2019-20	Eng.	Ukr.	Rus.				
Ukraine Shelter Cluster Activity Matrix `20	Eng.	Ukr.	Rus.				
				Factsheets & Maps			
Partners' publications				MTOT's Sectorial Factsheet #1	Eng.	Ukr.	Rus.
Emergency compensatory measures: compensation for housing destroyed as a result of the armed conflict	Eng.	Ukr.	Rus.	UKRAINE: Shelter/NFI Cluster Factsheet Q1	Eng.	Ukr.	Rus.
Legal Documentation Needs for Shelter Response	Eng.	Ukr.	Rus.	MTOT's Sectorial Factsheet #2	Eng.	Ukr.	Rus.
Durable Solutions for Internally Displaced People	Eng.	Ukr.	Rus.	UKRAINE: Shelter/NFI Cluster Factsheet Q2	Eng.	Ukr.	Rus.
Compensation For Property Damaged Or Destroyed As A Result Of The Conflict In Eastern Ukraine: Key Messages	Eng.	Ukr.	Rus.	UKRAINE: Shelter/NFI Cluster Factsheet Q3	Eng.	Ukr.	Rus.
	Eng.	Ukr.	Rus.	Maps of new damages 2019	Eng.	Ukr.	Rus.