

# **SHELTER**

## **CHAPTER**

## METHODOLOGY

The sector chapters were predominantly designed to present the data that exists, and that was shared with the Multi Sector Needs Assessment (MSNA) team. Annex A provides a summary of the assessments and reports reviewed for the chapter. There is much that sector experts know from experience that is not captured in the assessment reports. To capture some of the expert views within the Sector Working Groups (SWGs), MSNA SWG workshops were facilitated by the MSNA team and sector experts. These views are taken into account throughout the document. However, due to the short notice, attendance was limited in some workshops and the views presented in the chapter cannot be considered as representative of all SWG members.

The MSNA team aimed to provide an objective overview of the available data and SWG views and therefore has not altered the data or language used in the reports and assessments.

The following target groups were used for the purposes of data analysis:

- Syrian refugees registered with UNHCR or awaiting registration
- Syrians living in Lebanon who have not been registered with UNHCR
- Palestinian refugees from Syria (PRS)
- Vulnerable local communities including host communities and Palestinians (PRL)
- Lebanese returnees

Analysis was undertaken at the lowest possible geographic levels for the various target groups, depending on the type of information available. Where possible, information was aggregated to; Mount Lebanon and Beirut, South, Bekaa, Akkar, North/T+5, Palestinian Camps, and Outside Palestinian Camps.

### Main Steps



- **Identifying information needs:** in order to identify the relevant research questions for collation, the Thematic Working Group (TWG) combined the indicators of the Syria Regional Response Plan (RRP6) with additional information needs from the SWG. These information needs were used to form the basis of the chapter themes.
- **Secondary data collation:** an assessment inventory was developed and shared for input from as many stakeholders as possible to encourage sharing of assessment data. A sector focal point was assigned from the TWG and supported the MSNA team to collect data from the sectors. Within the team, analysts were assigned to sector chapters and a number of partners were approached including: INGOs, UN agencies, the Ministry of Social Affairs Lebanon (MoSA), the National NGO forum and the World Bank with requests for assessment reports.
- **Data categorisation:** to facilitate the data analysis component, all data was summarised and categorised into an excel spreadsheet.
- **Analysis and Writing:** the Sector Leads and respective analysts assessed the usefulness of the reports and used them accordingly. For example, a nationwide multi-sector report would have been used to develop broad conclusions, whilst an assessment with a small sample size in one particular location may have been used to provide examples to support/contradict the overall findings.
- **Review and Consultation:** the MSNA team reviewed a number of databases, assessments and reports that were provided by partner agencies. In order to obtain as comprehensive overview as possible a number of consultations were built in with the SWGs.

For more information on the methodology please refer to the main report.

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## SECTION 1

### 1. KEY FINDINGS

#### Summary of Priorities

**Based on the data review, inputs from the SWG and the sector strategy we can provide the following tentative conclusions:**

The data available on priority needs is limited to the registered Syrian Refugee population. However, broadly speaking there are similarities between all of the target groups and we can generally conclude from the data and workshops that the main needs are: cash for shelter, house rehabilitation and weather proofing in informal settlements (IS) and non-durable shelter solutions.

It is difficult to prioritise between the target groups and geographic areas but indications are that the priority groups are those that are experiencing one (or more) of the following: eviction, potential eviction, overcrowding and residency in sub-standard shelters, new arrivals or those without shelter.

The response gaps as articulated by the SWG included the absence of formal camps for Syrian refugees, the absence of programmes for PRS living outside UNWRA-camps and limited support to refugees living in unfinished buildings.

Concerns were raised about a potential upcoming drought and the impact this would have on existing community tensions. In addition, with unconditional cash transfers it was feared that cash would be diverted away from critical shelter needs. Finally, there were concerns that the establishment of formal tented settlements would be costly and could potentially divert resources away from much needed host community programmes.

While most of the MSNA SWG workshop participants' perceptions of priority needs and geographic priorities were similar to those identified by the data, there is a need for additional data collection to be able to clearly determine geographic priorities and response needs.

#### 1.1 Priority Needs

Based on the data available, MSNA analysts have found the following priority needs<sup>1</sup>:

- The establishment of formal tented settlements
- Cash for shelter
- Rehabilitation of public and private collective shelters
- Weather proofing of informal<sup>2</sup> settlements (IS<sup>3</sup>) and unfinished sub-standard houses
- Site improvement in IS
- Collective shelter management

<sup>1</sup> It should be noted that the MSNA team's analysis has been built from the data that was available and might not capture the complete situation on the ground.

<sup>2</sup> Informal Settlements (IS): Hand-made shelters built by the refugees themselves, either established in Public and Private plots, usually with other refugee families.

<sup>3</sup> The term currently used is informal settlement (IS), however where the data source reports use the term "ITS" we have kept the terminology consistent.

The participants of the MSNA SWG workshop identified the following priority needs<sup>4</sup>:

- Rehabilitation of existing unfinished or sub-standard apartments and houses
- Cash for shelter for protection cases - e.g. sexual and gender-based violence (SGBV)
- Establishment of large formal tented settlements
- Improving living conditions in the IS

## 1.2 Priority Target Groups

Based on the data available, MSNA analysts have found that the highest priority groups are those experiencing one (or more) of the following:

- Eviction; either as a result of being removed by the shelter/landowner or an exhaustion of resources
- Potential eviction; either a result of high rental costs or a lack of livelihood opportunities
- Overcrowded shelters
- Residency in shelters that require significant upgrade/rehabilitation; for example to the roof, windows, or bathroom
- Those without shelter
- New arrivals

The participants of the MSNA SWG workshop identified the following priority target groups:

- PRS
- Lebanese returnees
- Newcomers
- Residents of IS
- Persons with specific protection concerns
- Persons at threat of eviction

In addition, the shelter sector considers those with serious protection concerns as being specific vulnerable groups for shelter; for example those having suffered from SGBV.

## 1.3 Geographic Priorities

There was insufficient data for MSNA analysts to be able to identify geographic priorities in the shelter sector.

The participants of the MSNA SWG workshop identified the following geographic priorities:

- Areas with saturated housing markets (localities more receptive to the presence of refugees such as Wadi Khaled and areas of Bekaa)
- Beirut – as a result of high rental costs
- Areas located near to crossing points where the disruption to housing markets is most severe

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<sup>4</sup> The MSNA held a workshop discussion with ten people from the shelter sector core group and with representatives of ten organisations who are appealing for funds through the RRP6. Although the full working group was invited to participate, short notice impacted attendance. Therefore, the results of this workshop can in no way be interpreted as a consensus of the views of the entire working group.

## 1.4 Views on Response Needs

There was insufficient data for MSNA analysts to be able to identify response needs in the shelter sector.

The participants of the MSNA SWG workshop identified the following response needs:

- Absence of formal camps for Syrian refugees
- Absence of programmes for PRS outside camps
- Absence of programmes for residents of finished buildings, as the response has focused primarily on those in sub-standard accommodation

## 1.5 Future Developments with Possible Impacts on Sector

There was insufficient data for MSNA analysts to be able to identify future developments that may have an impact on the sector.

The participants of the MSNA SWG workshop identified the following future developments that may have an impact on the sector:

- If there is a drought during the summer months it is highly likely that there will be a significant increase in community-level tensions, thus hampering the response
- The future withdrawal of cash for rent and cash for hosting programming
- If there is a flood it may endanger the life and health of refugees
- The establishment of formal tented settlements could have adverse effects on the response as a result of:
  - o Only serving a small proportion of the refugee population – the majority will continue to remain in host communities
  - o The cost of running large formal camps could see resources diverted away from host communities programming

### 2. CONTEXT

As a result of a long-standing Government of Lebanon (GoL) policy, no large official refugee camps have been established in Lebanon to cope with the influx of refugees caused by the crisis in neighbouring Syria. Recently, a small number of formal tented settlements (FTS) have been established in order to cope with mass refugee influxes. However, the establishment of such sites is undertaken only on a case-by-case basis and the scope does not significantly improve the shelter situation of the wider at-risk population.

Due to a lack of alternatives, displaced populations have therefore sought shelter within host communities, including in Palestinian camps and IS. With the continuing influx of refugees into Lebanon, the shelter absorption capacity of the country is being diminished rapidly, particularly in and around already crowded Palestinian refugee camps and the areas in which some of the most economically marginalised and vulnerable Lebanese communities reside.

At the onset of the Syria crisis, displaced populations were able to much more easily secure affordable and safe shelter solutions. As affordable shelter options have become harder to find, displaced populations are increasingly turning to improvised shelter solutions (such as IS or unfinished buildings or otherwise sub-standard buildings). As a result of the diminishing shelter options, it can be expected that the number of vulnerable households requiring shelter assistance will continue to rise.

According to the February 2014 Shelter Sector Strategy paper, shelter agencies have delivered a variety of assistance to a total of 344,000 individuals, covering all RRP6 target population groups, since the onset of the Syria crisis.

## SECTION 3

### 3. DATA SOURCES




At the start of the process, SWGs developed a list of information needs (i.e. those themes that they required information on within their sector). These were built from RRP6 indicators and a consultation within the working group. For the purpose of Phase 1, MSNA analysts reviewed and examined the available data on each theme. See Section 4 for results.

The table below highlights the information needs and whether or not they were met by the available data.

*Table [1]: information needs by theme*

Chapter Themes	Information need (themes)
N/A	Living conditions
N/A	Average Settlement Space
N/A	Winterisation

#### Legend

	No data available to the MSNA team at the time of writing
	Some data available but may be outdated or lack methodological rigour
	The available data addresses the information need

**General:** a total of 12 assessments were identified through the MSNA process to be used as sources for the shelter sector chapter. For registered Syrian refugees and those awaiting registration, two assessments were conducted on a nationwide basis; however, only one allows for representative disaggregation by geographic region at the governorate level. At the time of the MSNA, only a very limited amount of shelter data was available specifically covering host communities, PRS, Lebanese returnees, and unregistered Syrian refugees.

Where possible, we attempted to separate data regarding registered, awaiting registration, and unregistered Syrian refugees. However, because most data was collected at the household level, even surveys targeting Syrian refugees registered and awaiting registration included unregistered refugees, and therefore could not be separated. Even though the data is presented for overall Syrian refugees regardless of registration status, we should assume that there are differences between these groups.

The following is a breakdown of data available by theme during the MSNA Phase I process:

- **Living conditions:** for registered Syrian refugees and those awaiting registration, analysis of shelter type was based on five main datasets. Two of the assessments were conducted nationwide, however only one was intended to be disaggregated by geographic area at the governorate level. Two of the assessments were post-distribution monitoring of beneficiaries of interventions, thus the data represented cannot be considered representative of the entire refugee population. Only limited data is available on the living conditions of PRS, Lebanese returnees, or host communities; with one report for each population group covering this information need. Similarly, only a limited amount of disaggregation by geographic area is possible with data on the living conditions of the aforementioned population groups.
- **Average settlement space:** for Syrian refugees registered with UNHCR, three sources of data were used for analysis on average settlement space. While a national picture is provided by two of the reports (the other being region specific), only one allows for disaggregation by geographic region at the governorate level. Data for this information need was available in one assessment report. However, it



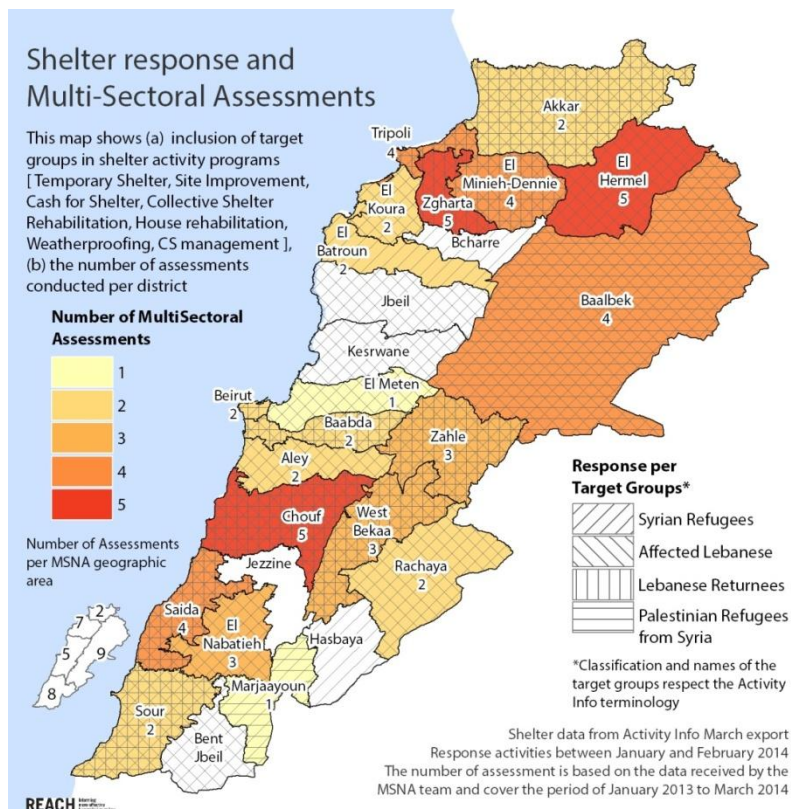
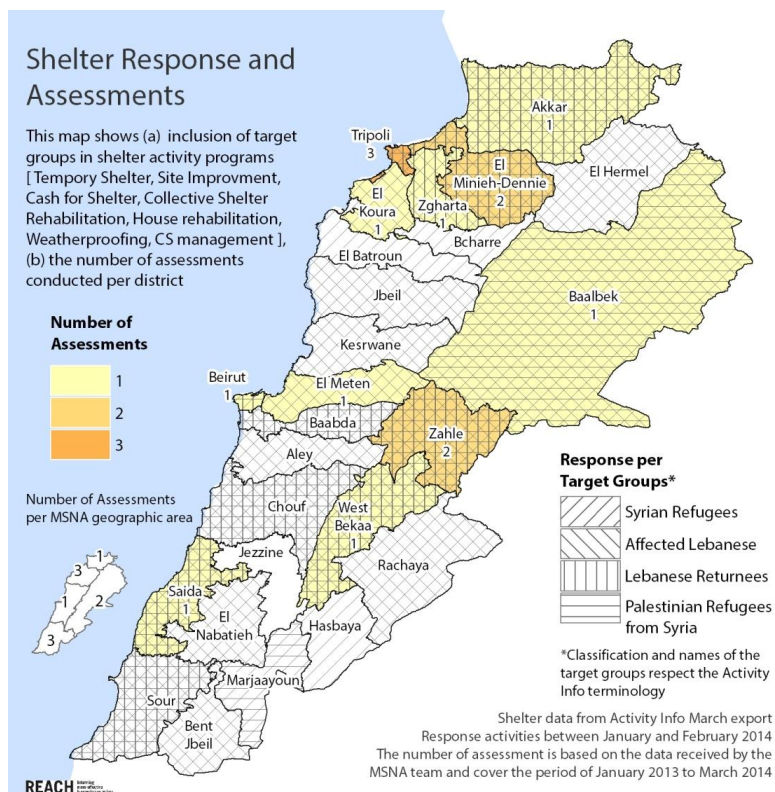
should be noted that this report was context specific, covering an influx of refugees from Syria into one district. Data on PRS and Palestinian host communities was available in two reports at the time of the MSNA, both of which allow for a limited amount of disaggregation by settlement. The available report on Palestinian host communities was conducted in 2010, thus its usefulness in establishing a picture of the present situation is questionable in light of the population increase in Palestinian camps and gatherings. No data on average settlement space for Lebanese returnees or host communities was available.

- **Winterisation<sup>5</sup>:** for Syrian refugees only one dataset was available at the time of the MSNA to meet information needs with regards to winterisation. Although the assessment in question covered both registered and unregistered Syrian refugees, only a very limited level of disaggregation between the population groups (for specific indicators) was possible. Additionally, only a similar level of limited disaggregation is possible by geographic region. For other population groups there was no data available at the time of the MSNA on winterisation, this can be in part explained by the focus of winterisation activities implemented by the humanitarian community being on displaced Syrians rather than other population groups.

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<sup>5</sup> Includes support to make shelters more weatherproof, non food items (NFI), such as blankets, children's clothing, and in some cases stoves, and money to purchase heating fuel for the poorest households and schools to promote attendance during the winter months.

From the below maps, it becomes apparent that assessments are not available to the MSNA team to inform operations in all areas where response activities are ongoing.



## SECTION 4

This section provides an analysis of data per theme, including a summary table of assessment coverage by target group and geography.

### 4. ANALYSIS PER THEME

#### 4.1 Living Conditions

**Summary of assessment findings:** the available data shows that there are considerable differences regarding shelter options for the different target population groups, for example while only 59% of registered Syrian refugees were identified as living in apartments/houses (Vulnerability Assessment of Syrian Refugees in Lebanon 2013 Report, VASyR), 70% of Lebanese returnees (International Organization for Migration study), and 92% of PRS were resident in this shelter type (UNWRA). While informal tented settlements (ITS) are present across the country, they are most prevalent in the Bekaa Valley and the North. The number of people being forced to rely on this shelter situation increased dramatically between June 2013 and February 2014, where a 154% (Interagency ITS identification and mapping platform) increase in ITS settlements throughout the country was identified. According to available assessment data the average rent paid by the target population for their shelters ranges from USD 150 - 300 per month (VASyR, UNHCR Second Shelter Survey, UNRWA PRS Assessment, American Near East Refugee Aid Needs Assessment, IOM Returnees Assessment), depending on the population group. With high rental costs in mind, and given the depletion of the housing stock in Lebanon, 51% of the registered Syrian refugee population has been categorised by the SWG as being at-risk with regards to shelter (UNHCR Shelter survey).

The following table shows which target groups and geographic regions are covered by the assessments used in this section. It does not, however, show the quality of the assessments or the extent of the coverage.

Table [2]: Assessment coverage by geographic area and target population

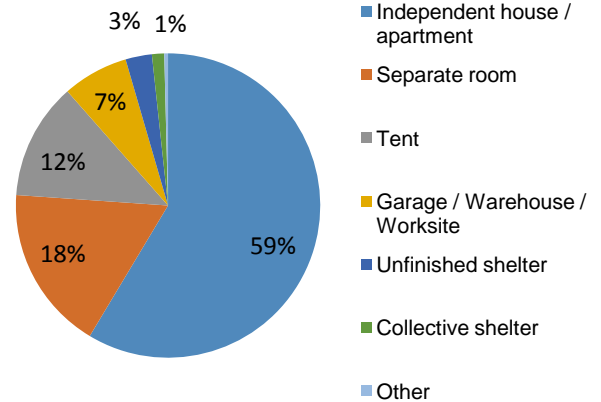
Geographic area*	Vulnerable Communities (Lebanese and PRL)	Lebanese Returnees	PRS	Syrian refugees	
				Registered	Unregistered
<b>National</b>					
<b>North/T+5</b>					
<b>Akkar</b>					
<b>Mt. Lebanon and Beirut</b>					
<b>South</b>					
<b>Bekaa</b>					
<b>Palestinian Camps</b>					
<b>Outside Palestinian Camps</b>					

NB – Grey cells indicate that there is at least one assessment available on the specific area or target group. However, the data may not cover the situation for the entire geographic area or target group.

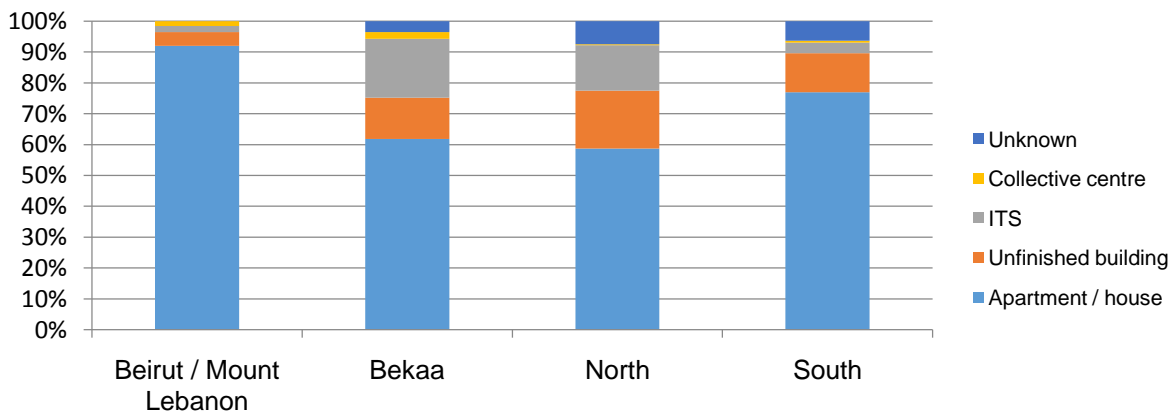
## Syrian refugees registered or awaiting registration

- According to the VASyR, among respondents the majority (59%) of Syrian refugees registered or awaiting registration reported that they were resident in an independent house/apartment.
- 12% of this population group was identified as living in tents at the time of the assessment.
- Date of registration has a significant effect on the shelter situation of this population group. The proportion of households identified as living in garages, (7%), was four times higher amongst those awaiting registration than those already registered. Conversely, households registered more than 6 months before the start of the assessment made up 65% of the population identified as living in an independent house or apartment.
- In addition to time of registration, geographic location has a considerable effect on the shelter solutions employed by registered Syrian refugees. According to data collected during the UNHCR Second Shelter Survey, registered refugees are much more likely to be resident in apartments or houses in Beirut/Mount Lebanon (92%) than they are in the North (59%).
- Additionally, according to the same dataset, informal tented settlements (ITS<sup>6</sup>) are a much more prevalent shelter solution for registered refugees in the North and Bekaa (15% and 19% respectively) than in Beirut/Mount Lebanon (2%).

**Shelter type  
Syrian Refugees  
VASyR**

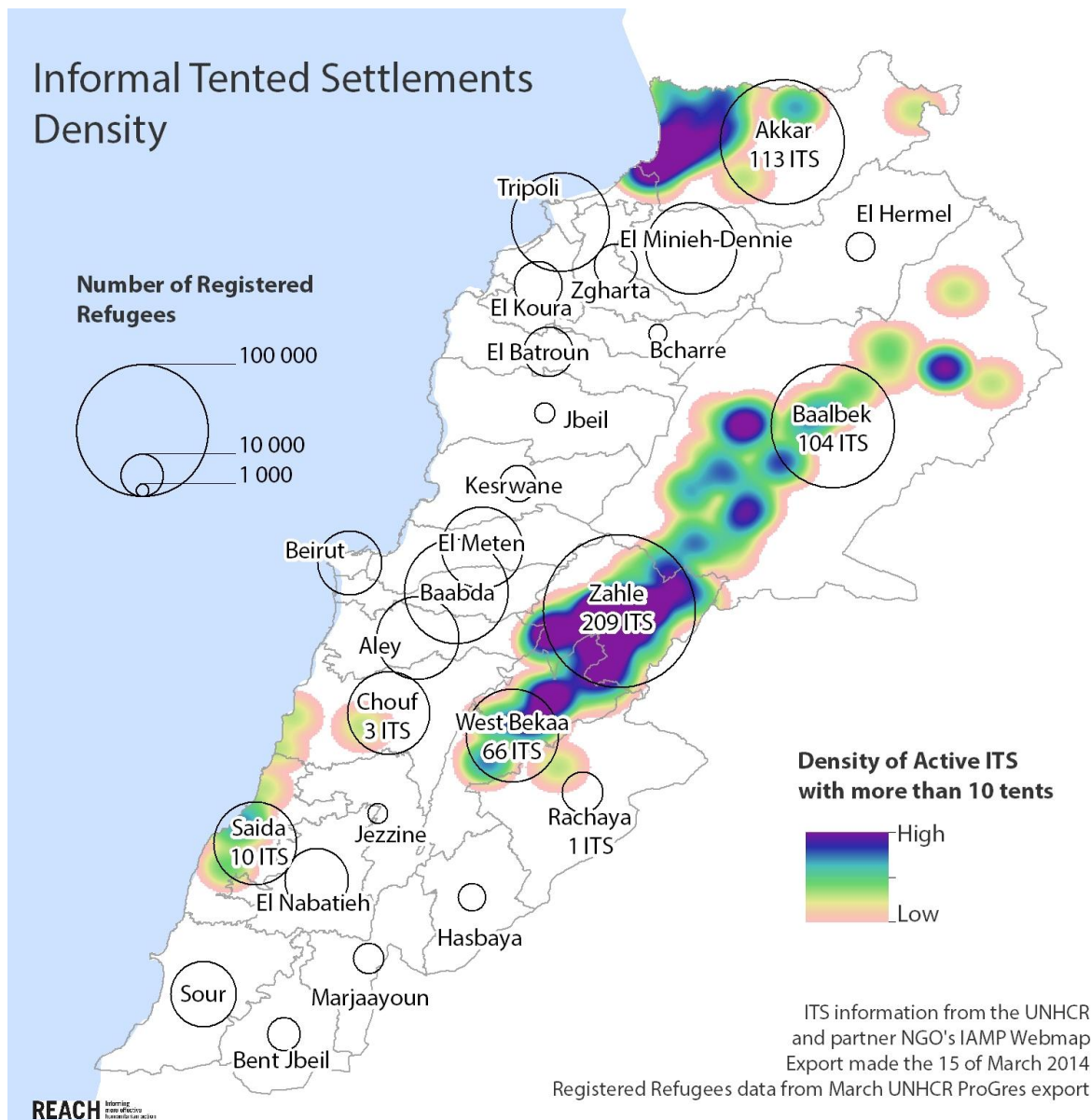


**Shelter type per geographic area  
Syrian Refugees  
UNHCR Second Shelter Survey**



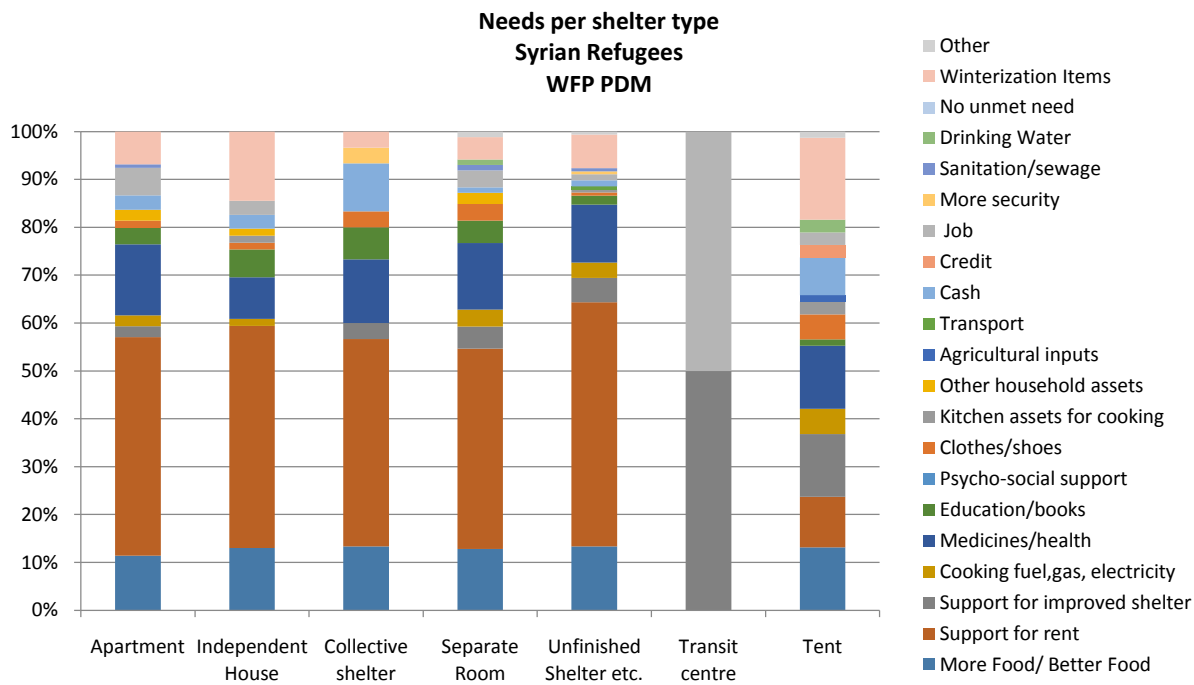
<sup>6</sup> The sector has recently changed the terminology of Informal Tented Settlements (ITS) to Informal Settlements (IS).

- As the influx of refugees continues, the pressure on existing housing stock has increased. This trend is highlighted in the Danish Research Council's (DRC) Cash-for-Rent Report, Tripoli, where a doubling of the number of Syrian refugees resident in garages was identified between the end of 2012 and March 2013.
- This trend is further highlighted by ITS monitoring information. According to the ITS master list version eight (June 2013) there were a total of 272 ITS in Lebanon housing a population of 45,171 individuals. By February 2014, according to the ITS master list version 12, this number had increased to 691 ITS housing 92,567 individuals.





- According to WFP post distribution monitoring data, shelter type has a direct effect on the top priority needs of registered Syrian refugees. For those residents in durable shelters (between 42% and 51% of assessed households), the top priority need was identified as being support for rent.



### Rent expenditure

- For registered Syrian refugees, or those awaiting registration, it was identified through the VASyR that the large majority (81%) were paying rent for either their shelter or the piece of land on which it was constructed; with an average rental cost of USD 250 per month.
- A very similar percentage of Syrian refugees were identified through UNHCR's Second Shelter Survey as paying rent for their shelter (81.25%). However, a slightly lower average monthly cost of USD 200 was reported.
- Available data suggests that rental prices have been increasing steadily since the mass influx of displaced populations into Lebanon began. A May 2013 market assessment report conducted by DRC in Tripoli identified a 60% - 300% increase in rental prices in the past two years. Interestingly, the highest rent increases occurred for incomplete and illegally constructed apartments where the demand is highest. The Central Administration of Statistics Consumer Price Indexing demonstrated that nationwide average rents had increased 44% between June 2012 and June 2013.
- According to the VASyR, rent takes up a considerable proportion of a refugee household's monthly budget, on average 27%. Available data suggests that rental costs are a primary factor in a refugee household's decision to move to a new location. While a significant proportion of the refugee population have access to a salary – 41.4% according the UNHCR's Second Shelter Survey – the remaining majority have no access; meaning that there is an increased risk of displacement due to an inability to meet rental costs.
- Taking into account data collected through WFP post distribution monitoring it is clear that rent expenditure is a critical concern for registered Syrian refugees, with 42% communicating support for rent as their top priority need. The need for support towards rent expenses has significant regional differences, with a higher proportion of households in the North Governorate selecting this as a top priority than in Bekaa (57% and 34% respectively).

## *Shelter Vulnerabilities*

- The total population of concern for the shelter sector was determined through UNHCR's Second Shelter Survey to be 51% of the total population of registered Syrian refugees. The population of concern is made up of those registered refugees at risk from eviction, suffering from an overcrowded shelter, living in unfinished/unsafe shelters, in addition to protection cases (such as those at risk from SGBV).
- Despite such a high proportion of registered Syrian refugees paying rent for their shelter, (see rent expenditure), during a February 2014 assessment conducted by UNHCR on living conditions and property conditions 73% of respondents reported that they only had a verbal agreement with their landlord. The lack of formal documentation for shelters puts refugee households at a significantly higher risk of illegal eviction, harassment, or exploitation by the landlord.

*There was no specific data available during the MSNA process for the North/T+5, Akkar, Bekaa, South, Mount Lebanon and Beirut.*

## Vulnerable local communities including Lebanese host communities and Palestinians

### *National*

- A February 2014 Embassy of Denmark and TANA study noted a significant increase in rental prices in Lebanon for both host communities and displaced populations since the start of the crisis. Between June 2012 and June 2013 the average rental cost reportedly increased by 44%.
- The same study cites evidence that some of the most vulnerable Lebanese host communities are unable to afford rental increases, and as a result are forced to vacate shelters in order to make room for paying refugee households. In these cases, refugees are often able to afford significantly higher rent than vulnerable host communities as a result of multiple families sharing the same shelter.

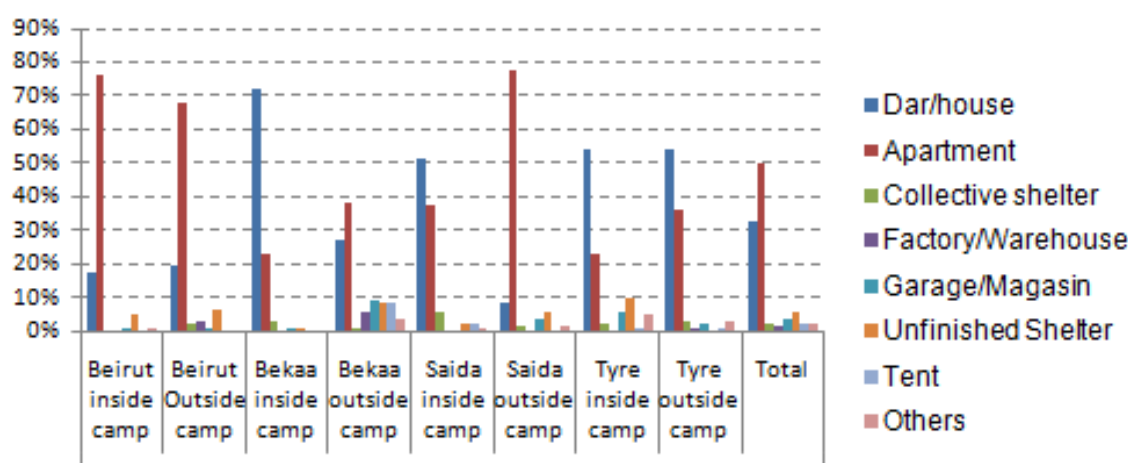
*There was no specific data available during the MSNA process for the North/T+5, Akkar, Bekaa, South, Mount Lebanon and Beirut.*

## Palestinian refugees from Syria

### *Shelter Type*

- According to the UNRWA PRS needs assessment, conducted in October 2013, the majority of PRS were living in apartments (48%), or dars, traditional triangular standalone houses, (38%). A small proportion of PRS were identified as living in very low quality shelters, such as unfinished shelters (5%) or garages (3%); this type of shelter solution was identified mostly in Palestinian gatherings in the Bekaa Valley.

### Housing Type PRS UNRWA, October 2013



- With regards to the quality of shelters inhabited by PRS, the American Near East Refugee Aid (ANERA) study determined that 28% of PRS were living in sub-standard accommodation at the time of assessment. For the purposes of the assessment, sub-standard accommodation was defined as shelters not originally designed for residence or as apartments that have uncovered windows and doors. As the assessment was conducted as a representative sample, it can be estimated at the time of assessment that approximately 8,400 PRS individuals were living in sub-standard accommodation. The majority, two thirds, of sub-standard shelters were identified through the study as being inside Palestinian refugee camps, with the remainder located in gatherings outside official Palestinian refugee camps. Burj El Shemali camp, located in Tyre, Southern Lebanon, had the highest concentration of sub-standard accommodation at the time of assessment, 56% of the total.
- Furthermore, the UNRWA PRS assessment determined that two thirds of the PRS population were living in undesirable conditions. The most challenging conditions for PRS with regards to shelter were identified through the assessment as being in the Bekaa Valley.

### Rent expenditure

- According to the October 2013 UNRWA PRS assessment, 71% of households reported paying rent for their shelter. An average rental cost of USD 248 was identified through the study, with the highest average rent reported in Saida gatherings (USD 330) and the lowest in Tyre camps (USD 145).
- The average rental cost of a single room in a Palestinian refugee camp or gathering was reported by target households targeted through the ANERA needs assessment to be USD 150 - 300 per month.
- Additionally through the ANERA assessment, rental costs were identified as the second most costly monthly outgoing for PRS resident in Lebanon by 47% of the targeted households. Much like other displaced populations, PRS have expressed a fear that they will be unable to continue meeting the financial requirements of rental costs in the future, particularly when taking into consideration that 90% of PRS were identified as having no household income.

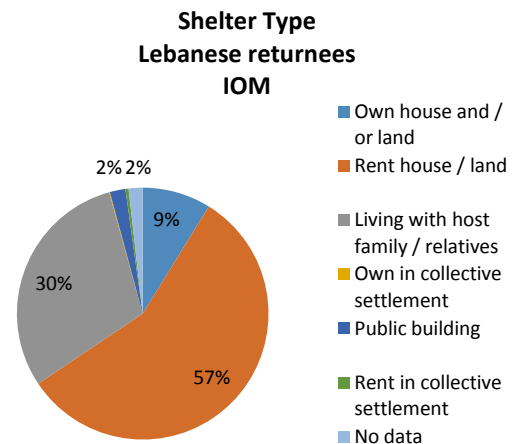
*There was no specific data available during the MSNA process for the North/T+5, Akkar, Bekaa, South and Mount Lebanon and Beirut.*



## Lebanese returnees

### *Shelter Type*

- According to an October 2013 IOM study; the shelter solutions employed by Lebanese returnees from Syria are similar to that of other displaced populations currently in Lebanon, with 70% of respondents residing in apartments or houses.
- Despite the above similarity, a lower proportion of Lebanese returnees than Syrian refugees were identified through the IOM study as living in ITS or improvised shelters (7% compared to 17%).
- As with Syrian refugees, a higher proportion of Lebanese returnees were identified as being ITS residents in Bekaa than in North Lebanon (9% and 3% respectively).



### *Rent expenditure*

- While a sizeable proportion of Lebanese returnees (30%) were able to seek shelter support from relatives according to the IOM study, the majority (57%) were identified as paying rent for their shelter.
- Similar to other displaced populations, an average rental cost of USD 225 per month was identified through the IOM study. When taking into account that in 27% of rent paying Lebanese returnee households there was no wage earner – in addition to the fact that the average rent represents half the average salary of a labourer – Lebanese returnees face a very precarious shelter situation, much like displaced Syrians.
- UNHCR's Second Shelter Survey notes that refugees are at risk of eviction if they fail to meet rental costs, a situation that, according to the IOM study, is the same for Lebanese returnees.

*There was no specific data available during the MSNA process for the North/T+5, Akkar, Bekaa, South, Mount Lebanon and Beirut.*

## 4.2 Average Settlement Space

**Summary of assessment findings:** Overall, available assessment information suggests that all the target populations are living in shelters with insufficient space; however, in some cases significantly higher than SPHERE standards. Overcrowding was identified as being problematic amongst all population groups for which data was collected. For registered Syrian refugees, 50% were identified as sharing their shelter with another refugee household. Upon displacement from Syria, PRS predominately relocated to areas in and around existing Palestinian refugee camps, and 45% of them were living with Palestinian host families resident in already cramped conditions. Overcrowding was determined to be having negative impacts on the hygienic, social, and psychological health of the target populations, resulting in considerable protection risks. (For more information on how adverse living conditions affect health status, refer to section 1 on General Health and Access to Services in the Health chapter.)

The summary table below shows assessment coverage by geographic area and target group. In this sector, there was insufficient data or data of inadequate quality to discern problem areas per theme.

*Table [3]: Assessment coverage by geographic area and target population*

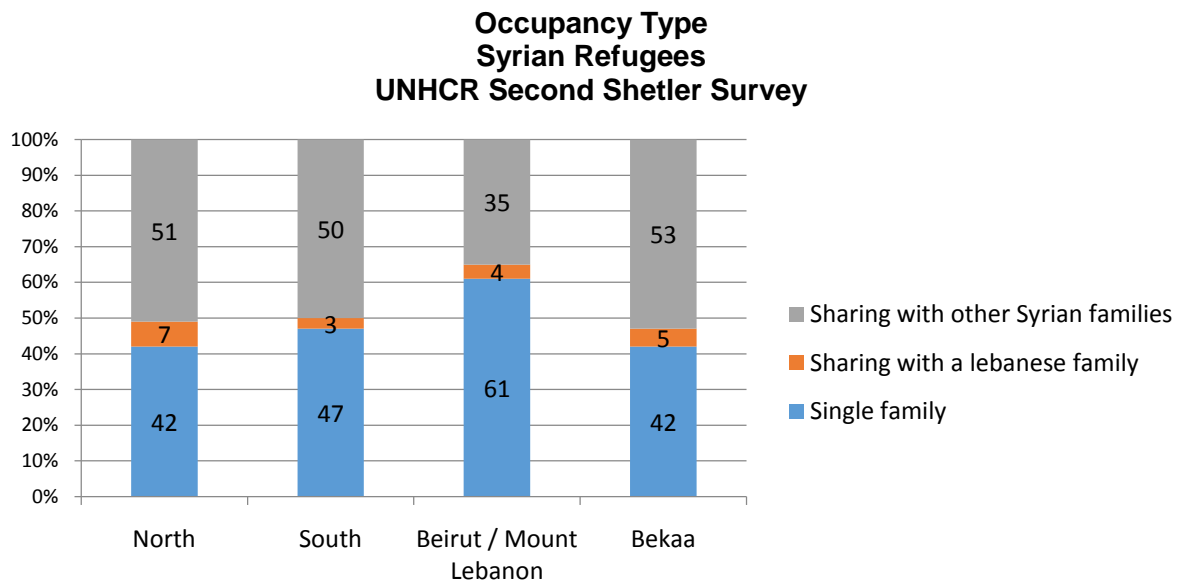
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<b>South</b>					
<b>Bekaa</b>					
<b>Palestinian Camps</b>					
<b>Outside PAL Camps</b>					

*NB – Grey cells indicate that there is at least one assessment available on the specific area or target group. However, the data may not cover the situation for the entire geographic area or target group.*

### Syrian refugees registered or awaiting registration

- Through the VASyR an average settlement space of approximately 8 square metres (m<sup>2</sup>) per individual was identified (64m<sup>2</sup> split over two rooms for a household of eight individuals). While shelter space is categorised as insufficient, it is worth noting that the shelter space for registered and awaiting registration refugees identified through the VASyR is significantly higher than the recommended minimum SPHERE standards, 3.5m<sup>2</sup> per person. Overall, those households registered for a relatively long period at the time of assessment were identified as having a larger settlement space than those awaiting registration; with significantly larger shelters made up of more rooms, shared by a smaller number of people.
- Considerable differences were identified according to time of registration. The VASyR found that those awaiting registration and recently registered Syrian households were much more prone to sub-standard shelter conditions and a higher crowding index.

- According to the UNHCR Shelter Poll Survey, 50% of registered Syrian refugees share their shelter with other Syrian households with an additional 5% sharing accommodation with a Lebanese host family.
- Available data suggests that there are only small differences across different geographical regions between the proportion of households sharing with others and those living alone:



Through the UNHCR Shelter Poll Survey it was identified that a higher proportion of refugee households were sharing their shelters with other refugees in Bekaa when compared to Beirut / Mount Lebanon (53% and 35% respectively).

#### Syrian refugees living in Lebanon but who are not registered with UNHCR

- Through a multi-sector needs assessment conducted by DRC in Aarsal in response to the November 2013 influx of refugees, it was identified that almost all families were sharing a shelter with at least three other families with an average of eight individuals per room.

*There was no specific data available during the MSNA process for the North/T+5, Akkar, Bekaa, South and Mount Lebanon and Beirut.*

#### Vulnerable local communities including Lebanese host communities and Palestinians

##### *National*

- Available data on those Palestinians who normally reside in Lebanon suggests that the average settlement space available is very low. A 2010 American University of Beirut (AUB) and UNRWA study identified 8% of Palestinian households experience high levels of overcrowding. The highest rates of overcrowding were identified in settlements located in the Bekaa Valley, particularly Wavel Camp.

*There was no specific data available during the MSNA process for the North/T+5, Akkar, Bekaa, South, Mount Lebanon and Beirut.*

## Palestinian refugees from Syria

### *National*

- According to the October 2013 UNRWA PRS assessment, PRS are residing in alarmingly crowded dwellings, with an average of 4.6 persons to one bedroom. Overcrowding is further highlighted by the finding that 6% of PRS live in shelters with one person per room, while 70% live in shelters with three or more persons per room. While in-camp houses are generally smaller than those in gatherings outside camps, there is no significant difference in crowding index, as on the whole there are more PRS per shelter in gatherings.
- According to an ANERA needs assessment, with Palestinian camps and gatherings in Lebanon already subject to overcrowding, the overcrowding due to the influx of PRS into the same locations has become critical. 45% of PRS were identified as living with host families in already cramped conditions.
- Difference in settlement space can be noted between the Palestinian camps and gatherings in which PRS have settled. In Sidon and Ein El Hilweh, 47% and 26% of PRS respectively are living in shelters with 15 or more individuals.
- According to ANERA, 59% of PRS households use only one room as a shelter (22% of which are made up of eight members or more); thus highlighting the very low average settlement space faced by PRS in Lebanon.

*There was no specific data available during the MSNA process for the North/T+5, Akkar, Bekaa, South, Mount Lebanon and Beirut.*

*There was no specific data available during the MSNA process for Lebanese Returnees*

### 4.3 Winterisation

**Summary of assessment findings:** According to available post-distribution monitoring data, just over half (52%) of registered refugees were targeted by humanitarian agencies during 2013. Prior to distributions, the inability to heat the shelter/home had been identified as a primary concern by a considerable proportion of registered Syrian refugees. With regards to winterisation need, a sizeable proportion of registered Syrian refugees reported that they already had the necessary items to cope with winter at the time post-distribution monitoring was conducted (27%) There is no data available on winterisation for any other target groups.

The summary table below shows assessment coverage by geographic area and target group. In this sector, there was insufficient data or data of adequate quality to discern problem areas per theme.

*Table [4]: Assessment coverage by geographic area and target population*

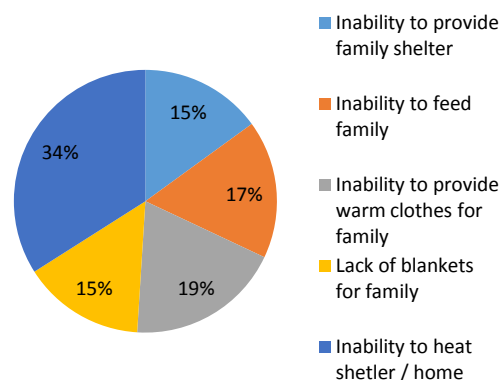
Geographic area*	Vulnerable Communities (Lebanese and PRL)	Lebanese Returnees	PRS	Syrian refugees	
				Registered	Unregistered
<b>National</b>					
<b>North/ T+5</b>					
<b>Akkar</b>					
<b>Mt. Lebanon and Beirut</b>					
<b>South</b>					
<b>Bekaa</b>					
<b>Palestinian Camps</b>					
<b>Outside Palestinian Camps</b>					

*NB – Grey cells indicate that there is at least one assessment available on the specific area or target group. However, the data may not cover the situation for the entire geographic area or target group.*

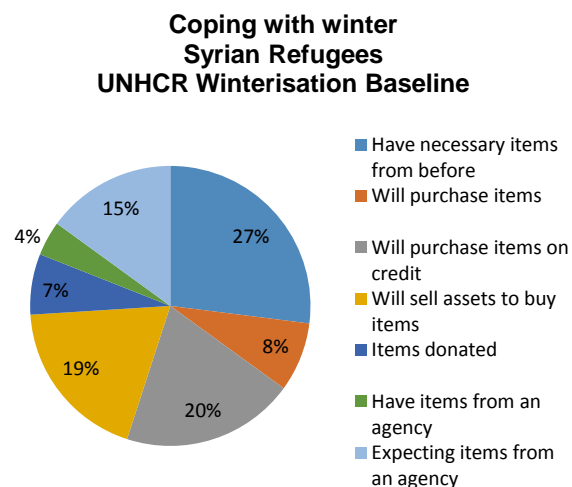
#### Syrian refugees registered with UNHCR or awaiting registration

- According to UNHCR's inter-agency winterisation baseline report, 52% of Syrian refugees in need of winterisation support were targeted during 2013 distributions. Despite slight differences in assistance packages between implementing agencies, the most common forms of assistance were blankets, followed by fuel (vouchers or cash).
- An inability to heat the shelter/home was identified as the primary winterisation concern for Syrian refugees through the UNHCR baseline, 34% of respondents. However, as the report identifies, this figure could potentially be biased due to the widespread knowledge that the winterisation programme would most likely include a heating stove & fuel.

**Winterisation Concerns  
Syrian Refugees  
UNHCR Winterisation Baseline**



- A sizeable proportion (27%) of Syrian refugees targeted through UNHCR's winterisation baseline already had the necessary items to cope with the winter at the time of the assessment. For households intending to purchase winter items, only a very small proportion reported being able to with their own funds (8%). However, a larger proportion reported they were able to secure credit to purchase the necessary items. The expectation amongst targeted Syrian refugees that the humanitarian community would conduct distributions of winterisation materials was low, only 7% of respondents.



*There was no specific data available during the MSNA process for the North/T+5, Akkar, Bekaa, South, Mount Lebanon and Beirut.*

*There was no specific data available during the MSNA process for vulnerable local communities, Lebanese returnees and PRS.*

**Summary of main shelter needs:** Available data only covers the main shelter needs of registered Syrian refugees. However taking into account the similarities in the shelter situation of the target groups outlined above, the main shelter needs can be applied to other groups with a reasonable level of confidence. Main shelter needs for registered Syrian refugees were identified through UNHCR's Second Shelter Survey as being cash to pay for shelter, house rehabilitation (either directly implemented by a shelter actor or through a cash grant), and weather proofing in IS and other non-durable shelter solutions.

## SECTION 5

### 5. PERSONS WITH SPECIFIC NEEDS (PwSN)

#### Sector specific

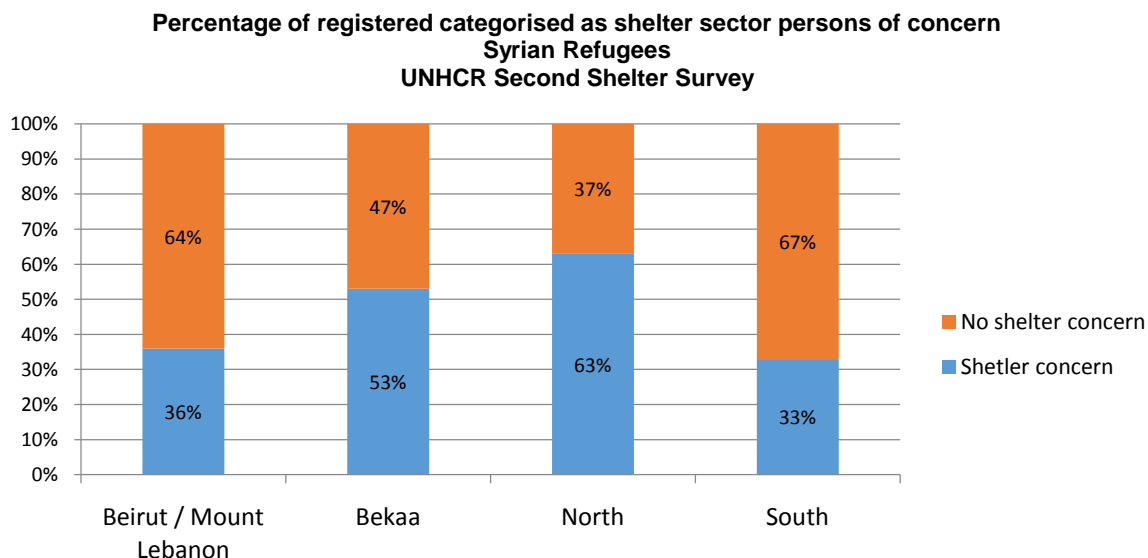
According to UNHCR's Second Shelter Survey, the most vulnerable groups with regards to shelter are those who have experienced one or more of the following:

- Eviction; either as a result of being removed by the shelter/landowner or an exhaustion of resources
- Potential eviction; either a result of high rental costs or a lack of livelihood opportunities
- Overcrowded shelters
- Residency in shelters that require significant repair/rehabilitation; for example to the roof, windows, or bathroom
- No shelter/new arrivals

In addition, the shelter sector considers those with serious protection concerns as being specific vulnerable groups for shelter; for example those having suffered from SGBV.

According to UNHCR's Second Shelter Survey, there are significant regional differences with regards to the proportion of the registered Syrian refugee population determined to be part of the aforementioned vulnerable groups specific to shelter. Data from the study suggests that the highest concentration of registered Syrian refugees with serious shelter concerns was located in North Governorate (63%). The regions with the lowest proportion of registered Syrian refugees with serious shelter concerns were located in Beirut/Mount Lebanon and the South (36% and 33% respectively). This relatively low proportion could in part be attributed to the significantly lower concentration of refugees and the low prevalence of refugees in non-durable shelters (such as IS) in the two aforementioned geographic regions when compared with the North or Bekaa.

According to a recent Handicap International/Help Age study, the ability of refugee households to meet basic needs, such as shelter, is similar regardless of whether there is a person with special needs in a household or not. Despite this similarity, the study noted specific potential shelter vulnerabilities for elderly family members and those with special needs. For elderly people, low quality shelters and the resulting cold and humidity that is experienced in many cases, can make manageable conditions, such as arthritis and joint pain, acute and debilitating. Additionally, for both elderly family members, and those with special needs, inappropriate shelters can result in confinement, thus restricting independence and the ability to access services and engage in livelihood and social activities.



## SECTION 6

### 6. INFORMATION GAPS

#### 6.1 Target Groups

- Vulnerable Lebanese communities: only a very limited amount of data on the shelter situation of vulnerable Lebanese communities was available at the time of the MSNA, and dealt exclusively with rental increases in Lebanon.
- Palestinian host communities: data available on the shelter situation of Palestinian host communities was outdated at the time of the MSNA, with only a 2010 assessment conducted by AUB and UNRWA included in the analysis.
- Unregistered Syrian refugees: no significant assessments have been conducted on the shelter situation of unregistered Syrian refugees.
- Lebanese returnees: only one multi-sector assessment, conducted by IOM in October 2013, had targeted Lebanese returnees at the time of the MSNA. As a result, only very limited and relatively outdated information was available.
- PRS: as with Lebanese returnees, only a single multi-sector report was identified through the MSNA secondary data review. As a result, information on the shelter situation of PRS remains limited.

#### 6.2 Geographical Focus

While two nationwide assessments have collected data on the situation of registered Syrian refugees, only one allows for a disaggregation by geographic area to an acceptable level of confidence. Regarding other population groups, only a very limited level of geographic disaggregation is possible; for example only for specific indicators. Additionally, a number of available datasets focus only on a specific geographic area, thus precluding the possibility of comparative analysis across geographic regions.

#### 6.3 Themes

Across all themes, data is much more readily available on registered Syrian refugees and those awaiting registration, as a result of large-scale assessments such as VASyR and UNHCR's Shelter Surveys. However, for other population groups data is limited to single reports, some of which are outdated and not necessarily representative of the situation at the time of writing.

Data on winterisation and main shelter needs was primarily available for registered Syrian refugees and those awaiting registration (with a small amount available on unregistered Syrian refugees). This could be explained in part by the relatively low number of shelter interventions targeting other population groups.

#### 6.4 Persons with Specific Needs

The shelter sector has identified sector-specific PwSN, however, few assessments have been conducted to gather more information on their situation.

#### 6.5 Planned Assessments

At the time of writing, UNHCR was in the process of implementing the 3<sup>rd</sup> run of the Shelter Survey, results are expected beginning of April 2013.



## SECTION 7

### 7. RECOMMENDATIONS FOR DATA COLLECTION

- There are indications that shelter assessments need to be geographically representative at the operational level (i.e. by the UNHCR sub offices), and differentiate between rural and urban locations and type of shelter to capture the specific needs that appear to exist along these lines.
- Shelter assessments need to highlight how the needs differ between and within all target groups.

## ANNEX A

### ASSESSMENTS/REPORTS CONSULTED AND REVIEWED

Organisation	Name of Report	Data Collection Date	Area	Methodology
WFP-UNICEF-UNHCR-GoL	VASyR	May-June 2013	Countrywide	Representative random sample stratified by registration date (and pending registration). Over 1,400 households interviewed.
UNHCR	Shelter Poll Survey Report Lebanon	Between March 26 and April 16, 2013	Countrywide	Telephone survey to assess the shelter situation of Syrian refugees in Lebanon. The survey was conducted according to the CATI technique with a sample of n=464 respondents prepared according to the Probability Proportional Sampling technique (PPS) from a Syrian refugee contact information database provided by UNHCR. The margin of error in this poll is 5.57%.
Solidarités International	Informal Tented Settlements Vulnerability Assessment	April to August 2013	North (Zgharta and Minieh-Denniyeh districts)	HH survey. During the assessment, the outreach team visited 46 ITS and interviewed around 590 households out of the 1,098 registered in May in the settlements.

Croix Rouge Francaise	Syrian refugees needs rapid assessment in Iraq, Jordan and Lebanon	18-28 June, 2013	Iraq, Jordan and Lebanon (Bekaa)	French Red Cross carried on an exploratory mission on Syrian refugees assistance. Objective was to identify potential gaps in Wash and Health sectors and needs for additional support through Red Cross Red Crescent Movement. Assessment team went to Iraq (Kurdistan Region), Jordan and Lebanon. Mission consisted in meetings with involved humanitarian actors (Local authorities, RCRC Movement, UN agencies and implementing partners, NGOs) and field visits. Both camp and urban strategies were considered.
UNHCR	'Snap Shot' on the main findings of the Second Shelter Survey, Projections per Area		Countrywide	Telephone Survey.
DRC	Accommodation market assessment report - DRC Lebanon May 2013	May-13	Tripoli, Lebanon	1.2.1 Desk Research and review of existing materials and reports 1.2.2 Semi Structured interviews 1.2.3 Observation.
DRC	Cash for Rent report Sept12-March13	September 2012 - March 2013	Tripoli	
PU-AMI	PU-AMI Ongoing Assessment		Mount Lebanon	HH Survey.

CISP	Report of Assessment for Shelter and WASH in South Lebanon	Jul-13	South Lebanon, Nabatyeh, Tyr, Marjayoun and Hasbaya	Third wave of rapid assessment, 713 HH in which Syrian refugees reside.
CISP	Report of Assessment for Shelter and WASH	Jan to Mar 2013	South Lebanon, Nabatyeh (523) and Tyr (376)	Rapid assessment carried out by field-workers administering cross-sectional survey (second in a series of three), 759 HH in which Syrian refugees reside.
PU-AMI	Assessment DB Extract for Shelter - South			HH Survey.
UNRWA/AUB	Socio-Economic Survey of Palestine Refugees in Lebanon	July - August 2010	Palestinian camps & gathering (nationwide)	2600 household assessments.
Danish Embassy and TANA	The Syrian displacement crisis and a Regional Development and Protection Programme: Mapping and meta-analysis of existing studies of costs, impacts and protection	March 2013 - February 2014	Countrywide	Secondary data review.
NRC	Multi-sectoral Needs Assessment For Syrian Refugee Influx to Arsel, Lebanon	November 2013	Arsal	Rapid assessment; 1571 households.