



# SHELTER SECTOR

## PEOPLE IN NEED



1,362,300

## PEOPLE TARGETED



694,480

## REQUIREMENTS(US\$)



2019 157 million  
2020 TBD million

## PARTNERS



28

## GENDER MARKER



2a

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## SECTOR OUTCOMES

### Outcome #1

\$73.8 m

Reduce immediate protection-related shelter needs of most vulnerable households.

#### Indicators

Percentage of most vulnerable households whose shelters in informal settlements or in substandard residential and non-residential buildings have improved privacy, safety and security.

### Outcome #2

\$81.8 m

Contribute to multi-sectoral upgrading of disadvantaged areas for enhanced stability.

#### Indicators

Percentage of households living in disadvantaged areas benefitting from shelter upgrades to minimum standards.

Percentage of households living in disadvantaged areas benefitting from shelter upgrades to mainstream standards.

Percentage of all cadastres that contain a multi-sectorally assessed or profiled area.

### Outcome #3

\$1.4 m

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

#### Indicators

Percentage of institutions and organizations participating in the shelter response that are Lebanese.

Number of institutions and organisations participating in the shelter sector that contribute to housing policy discussions for Lebanon.

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	Gender Breakdown	
			51% Female	49% Male
Lebanese	336,000	77,280	39,413	37,867
Displaced Syrians	817,500	581,200	296,412	284,788
Palestinian Refugees from Syria	28,800	18,000	9,180	8,820
Palestinian Refugees from Lebanon	180,000	18,000	9,180	8,820

## Situation analysis and context

### Overview

Rapid urban expansion since 1990 means that 88.4 per cent of the overall population in Lebanon now lives in urban areas.<sup>i</sup> Access to basic services and affordable housing has been limited and poverty rates, already high before the Syria crisis, have worsened.

Sixty-six per cent of displaced Syrians live in residential buildings, while 15 per cent reside in non-residential buildings,<sup>1,2</sup> many in and around the main cities of Tyre, Saida, Tripoli<sup>3</sup> and Beirut. The remaining 19 per cent of the displaced Syrian population reside in ad-hoc non-permanent structures<sup>4</sup> within informal settlements, largely in governorates bordering Syria. Amongst Palestinian refugees from Syria, 46 per cent are hosted in the 12 official Palestinian refugee camps, which also accommodate 45 per cent of Palestinian refugees from Lebanon. The remaining Palestinian refugees from Lebanon and Syria live in areas adjacent to camps or in other locations.

In major cities across the country, vulnerable host and displaced communities live together in dense urban neighbourhoods. Information on the housing situation of vulnerable Lebanese remains a gap. Data from the National Poverty Targeting Programme (NPTP) is one of the few statistical sources that can be used to assess their living conditions. Neighbourhood profiles that are conducted by UN-Habitat and United Nations Children's Fund (UNICEF) also help flag the nature and extent of shelter issues in poor and dense areas.

Rising economic vulnerability including debt accumulation has forced 55 per cent of the displaced Syrian population to reside in inadequate<sup>5</sup> shelter conditions. In 2018, the percentage of displaced Syrians residing in overcrowded shelters with less than 4.5 square metres<sup>6</sup> per person was 34 per cent.<sup>ii</sup> In the Palestinian camps, the majority of shelters are unplanned, at risk of collapse and offer unhygienic conditions due to factors including leaks and inappropriate materials for construction.<sup>iii</sup>

In the Lebanese residential property market, there is a shortage of adequate housing supply that is within the budget of the population, is of acceptable physical standards (including structural soundness) and provides security of tenure. The suspension of the Government's

Public Housing Corporation's<sup>7</sup> activities in February 2018, which provided housing loans to some lower-income Lebanese, has likely exacerbated the supply-demand mismatch.

### Displaced from Syria: Inadequate living conditions and high rents

Evidence of continued debt accumulation and the increasing proportion of households living in substandard shelter indicates that the struggle of displaced Syrians to access affordable and adequate shelter persists. The 2018 Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR) shows that over the last two years Syrians have been progressively downgrading their shelter types, moving from residential buildings to non-residential and non-permanent structures in informal settlements. The percentage of households living in residential buildings has fallen (to 66 per cent in 2018, down from 73 per cent in 2017), while the percentage of households living in non-residential structures has increased (15 per cent in 2018 up from 9 per cent in 2017), as has the percentage living in informal settlements (19 per cent in 2018 up from 17 per cent in 2017).<sup>iv, v, vi</sup>

Shelter type	2017			2018			% change	
	Households		Rent	Households		Rent	Households	Rent
	Number	%	US\$*	Number	%	US\$*	Number	US\$*
Residential	222,000	74	219	198,000	66	221	-11	1
Non-residential	27,000	9	136	45,000	15	149	67	10
Non-permanent	51,000	17	35	57,000	19	58	12	66
All	300,00	10	18	300,00	10	18	0	-1

\*Rent across all shelter types is calculated as a weighted average reflecting the count of households in each shelter type.

The table above is based on findings from the VASyR 2018 extrapolated over an estimated 300,000 displaced Syrian households in Lebanon.

The average monthly rent across these three shelter types differs substantially: US\$221 in residential buildings, \$149 in non-residential buildings and \$58 in informal settlements. The downgrading into less adequate shelter types is taking place in a context of significant household debt: 82 per cent of Syrian households reported borrowing money in the last three months.<sup>vii</sup> Significantly, the majority (58 per cent) borrowed money for shelter-related reasons. Economic vulnerability and increased debt accumulation has forced 55 per cent of the displaced population to reside in inadequate shelter conditions.<sup>8</sup> Additionally, the percentage of displaced Syrians residing in overcrowded shelters has increased in recent years, from 27 per cent in 2016 to 33 per cent in 2017 and rising to 34 per cent in 2018.<sup>viii, ix, x</sup>

Debt accumulation, often linked to rent payment, puts displaced Syrians at risk of eviction. Almost three per cent of households were evicted by landlords due to inability to pay rent in the last six months. If extrapolated over the entire displaced Syrian population, this equates

(1) Buildings that were built for residential purposes, e.g apartments and houses.

(2) Structures that were built for non-residential purposes, e.g. garage, warehouse, shop, farm, school.

(3) Tripoli City Profile (UN-Habitat, 2016, revised 2017). Tyre City Profile 2017 has also been published (UN-Habitat, 2017). Further profiles are pending publication for the cities of Saida and Beirut.

(4) Mainly makeshift structures and prefabricated units.

(5) One or more of the following: structure in dangerous condition, physical quality of shelter below shelter standard, overcrowding (<4.5sqm per person).

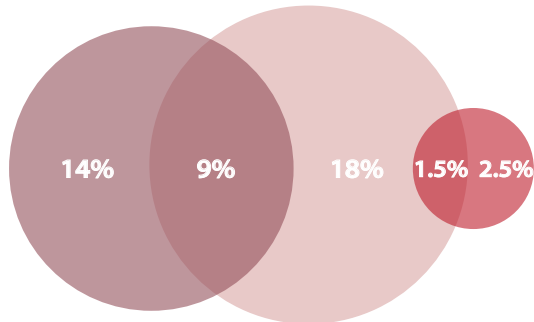
(6) This is the Shelter sector standards in Lebanon, minimal living space shall not be below 4.5sqm per person.

(7) The Public Corporation for Housing is a state agency funded by the Government of Lebanon to provide subsidized low interest housing loans through a central bank financing mechanism to low and middle-income Lebanese citizens, accessed through commercial banks. The majority of loans are made to homebuyers, though loans are also made for renovations and other works. The loan system has been halted from February 2018 to present.

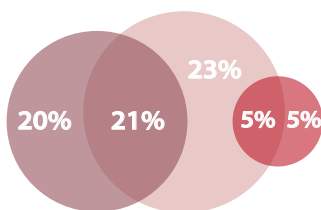
(8) This is based on direct observations by VASyR 2018 enumerators when visiting the shelter and could be one or multiple of the following: structure in dangerous condition, quality of shelter much below shelter standard, overcrowding (<4.5sqm per person).

to 8,260 evicted households. Of the seven percent of all Syrian households reporting that they expect to change their accommodation in the next six months, 36 per cent expect to do so due to eviction by their landlord, and only three per cent due to eviction by authorities or linked to security concerns.<sup>xi, xii</sup> The remaining majority – 61 per cent - anticipate moving non-forcibly.

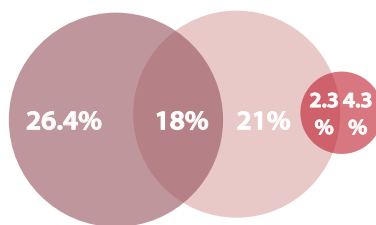
**Of the 985,500 displaced Syrians in residential shelters, 45% live in inadequate shelter conditions**



**Of the 225,000 displaced Syrians in non-residential shelters, 74% live in inadequate shelter conditions**



**Of the 289,500 displaced Syrians in non-permanent shelters, 72% live in inadequate shelter conditions\***



■ Much below standard    ■ Overcrowded    ■ In dangerous condition

\* The proportion of individuals in informal settlements who live in inadequate shelter conditions in this diagram (72 per cent) is derived from an empirical snapshot captured in VASyR (2018) field data collection. This figure is susceptible to variation throughout the year, depending on factors like seasonal climate fluctuations and time lapse since last weatherproofing. The forward-looking planning figure for the purpose of the current LCRP is 80 per cent, aiming to offer an annual average that also takes into account the need to respond to emergency weatherproofing needs.

**Residential Buildings**

As a shelter type, buildings constructed specifically for residential use are most likely to ensure a dignified and safe living environment. The majority (66 per cent) of the displaced population live in residential buildings.<sup>xiii</sup> This has decreased by seven per cent since 2017, likely due to high rental costs, landlord evictions or unacceptable shelter conditions, noting that rent for residential buildings is on average \$221 per month, which constitutes 38 per cent of the Minimum Expenditure Basket (MEB) for a five-member household.<sup>xiv</sup> Also, inter-community tensions can be a factor that contributes to the decrease in the number of displaced Syrians living in residential buildings: 67 per cent of displaced Syrians living in such buildings report having experienced a security/safety-related incident in the past year.<sup>xv</sup>

Forty-five per cent of residential shelters are deemed below minimum humanitarian standards.<sup>xvi, 9</sup> Of these, 16 per cent accommodate female-headed households. The main two shelter concerns are unsealed windows/doors and rot in roofs/walls linked to recurrent water leakages, both of which can constitute health risks, as well as protection risks related to privacy, safety and security. For female-headed households, marginalized groups and PwSN, access to adequate residential buildings is limited not only by ability to pay, but also by landlords' reluctance to rent to these groups, with preference being given to traditionally composed households and other tenants perceived as more likely to cover their rent.

Programmes targeting displaced Syrians living in residential buildings face several challenges. Most displaced Syrians live in urban or semi-urban areas of the main cities and coastal areas where rental costs and demand for housing are high. Therefore landlords, particularly those owning low-quality shelter units, have little interest in reducing rental fees in exchange for upgrades offered by the shelter rehabilitation programme. In these locations, completed upgrades are unlikely to leverage more than a formalized rental agreement with the cost fixed at the pre-upgrade price for a set period.



El-Qobbeh, a dense urban neighbourhood hosting vulnerable host and displaced communities. Photo Credit: UN-HABITAT, 2018

(9) This is based on direct observations by VASyR 2018 enumerators when visiting the shelter and could be one or multiple of the following: structure in dangerous condition, quality of shelter much below shelter standard, overcrowding (<4.5sqm per person).

## Informal Settlements

The number of individuals living in informal settlements increased from 17 per cent in 2017 to 19 per cent in 2018. In absolute terms, this small proportional increase accounts for a significant 22,800 individuals.<sup>xvii, xviii,1</sup> At the same time, the absolute number of informal settlements<sup>2</sup> increased almost 8 per cent from 2,369 sites in March 2017 to 2,547 sites in March 2018.<sup>xix, xx</sup>

In informal settlements, 80 per cent of households are in debt to a level of more than \$200, and 89 per cent of displaced Syrians are living below the Minimum Expenditure Basket.<sup>xxi, xxii</sup> In this context, families struggle to buy shelter materials. Mitigating the deterioration of physical conditions of non-permanent structures within informal settlements is a critical activity for addressing protection-related needs. The Government of Lebanon's (GoL) official no-camp policy and associated restrictions on the durability of shelter materials allowed in informal settlements has meant that weatherproofing activities aimed at ensuring basic liveability need to be repeated regularly, generally on an annual basis.

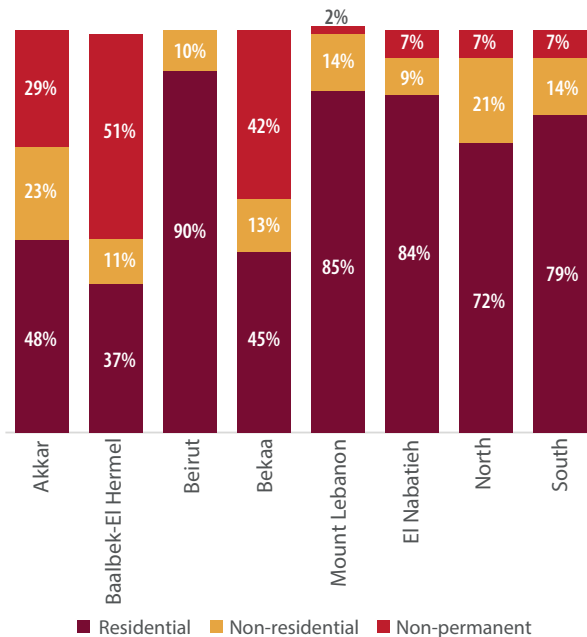
The effectiveness of shelter weatherproofing is dependent on the proper installation of materials. People with specific needs, the elderly and female-headed households can face particular difficulties in weatherproofing their shelters for a range of different reasons. Female-headed households report difficulties in weatherproofing their shelters mostly due to lack of technical skills and abilities given the differences in culturally-grounded gender roles. Having to rely on external support to install the material can also lead to other risks including exploitation for women and girls. The improper use of shelter material can increase the chances of households having to purchase materials multiple times during the year, constituting an additional financial burden that may lead to decreased spending on other basic needs such as food and healthcare.

Access to shelter materials is also restricted by cost of travel and protection concerns related to mobility. Seventy per cent of households living in informal settlements do not have legal residency permits.<sup>xxiii</sup> This prevents people from accessing markets freely to buy shelter materials. Risk of exploitation by market vendors is a further deterrent, considered to disproportionately affect female heads of household, who comprise 30 per cent of all heads of households in informal settlements.<sup>xxiv</sup>

The ad-hoc nature of informal settlements, materials used and their often-remote location leaves them particularly exposed to fire and flood risks. Without proper fire-fighting equipment coupled with training and awareness-raising on fire risks and hazards, residents are under-equipped to avert or respond to such emergencies.

Mass evictions in informal settlements are a major challenge as the response necessitates the use of the

Distribution of **displaced Syrian households** across **shelter types** by governorate



Shelter sector's limited stock of shelter kits designated as key support for regular winterization programming. Four per cent of households reported being evicted in the past six months, equating to 12,244 households nationally, with a district high of 26 per cent in Bint Jbeil.<sup>xxv, xxvi</sup>

Environmental and health hazards have arisen due to the burning of shelter materials discarded when materials are replaced due to wear and tear or when informal settlements are dismantled. There are also grounds for concern regarding pollution of land and water resources linked to provisional wastewater management practices. There are implications for the current and future suitability of the agricultural lands surrounding the sites, as well as the quality of water in areas served by sources hydrologically linked to informal settlements.

Funding for immediate emergency shelter assistance is in decline, a trend which presents challenges particularly for informal settlements. This puts families living in informal settlements at heightened protection and health risks linked to their privacy and dignity, as well as to safety and security in the face of climatic events and fire. This decrease of funding also has potential to exacerbate harm to the most vulnerable women, men and children as increasing numbers shift to low-cost settlement options, with such shelters needing regular repair to maintain a minimum standard of dignified shelter. With the decrease in humanitarian funding resulting in stricter targeting, those not included in shelter assistance in the short term are likely to require heavier interventions in the longer term, partly due to the inevitable deterioration of temporary shelter materials.

(1) This is calculated through comparing population figures living in informal settlements between March 2017 and March 2018 using the Inter-Agency Mapping Platform (IAMP) v37 and (IAMP) v49.

(2) This refers to informal settlements with 4 tents and above.



Bar Elias, an informal settlement during adverse climate conditions.  
Photo credit: Abdulrahman Abdughani (2018)

### Non-Residential Structures

Not originally designed for residential use, non-residential structures (garages, factories, workshops, etc.) are by default considered unsuitable for living. However, they are severely underserved by the response, due both to low visibility and barriers to intervention linked to the non-residential nature of the building's original construction permit.

Out of the 15 per cent of displaced Syrians living in non-residential buildings (an increase from nine per cent in 2017), 73 per cent are living in conditions considered below humanitarian standards.<sup>xxvii</sup> However, unlike residential buildings, these shelters are deemed unsuitable for upgrading. Out of the displaced Syrians living in inadequate conditions, 70 per cent are also living below the Minimum Expenditure Basket.<sup>xxviii</sup> 82 per cent reported having borrowed money in the last three months, out of which 46 per cent borrowed to pay rent and eight per cent borrowed to buy shelter materials.<sup>xxix</sup> Female-headed households and people with specific needs constitute 26 per cent of the total population living in non-residential structures;<sup>xxx</sup> these groups require specific attention and assistance as assessments show that the majority lack the means and technical expertise such as the ability to utilise construction material to seal their shelter from external elements. Female-headed households or single women can feel at risk without security or safety measures taken to secure their shelters. Basic but effective shelter and WASH interventions can improve living conditions especially in areas characterized by extreme weather conditions.

WASH needs are also high in non-residential structures.

At the unit level, facilities tend to be basic. At the site level, non-residential buildings like garages and farms are unlikely to have WASH infrastructure such as water and sewage connections to public networks.



Anjar, a non-residential building originally designed for agricultural use.  
Photo credit: Abdulrahman Abdughani (2018)

### Vulnerable Lebanese: Limited data on housing situation

Whilst there is no representative data on the shelter conditions of poor Lebanese, illustrative snapshots from neighbourhood profiles<sup>3</sup> of vulnerable urban areas show that the difficulties in accessing secure, adequate and affordable housing are shared by Lebanese and non-Lebanese low income groups. Significant proportions of Lebanese in deprived urban pockets live in buildings with structural<sup>4</sup> or exterior<sup>5</sup> conditions that are in substandard or critical condition, with precarious communal space standards. Whilst lower than amongst Syrian households, overcrowding<sup>6</sup> is also a prevalent feature.<sup>xxxi</sup> For triangulating these reliable but geographically limited neighbourhood data, further statistics on the shelter conditions of poor Lebanese is anticipated from the National Poverty Targeting Programme, which recognizes shelter vulnerability as a dimension of deprivation.

### Palestinian refugees from Syria and Lebanon: Camps and gatherings

In terms of general socio-economic vulnerability, 65 per cent<sup>7</sup> of Palestinian refugees from Lebanon and a striking 89 per cent of Palestinian refugees from Syria live under the poverty line. Extreme poverty among Palestinian refugees from Syria is proportionally three times higher than among Palestinian refugees from Lebanon.<sup>xxxii</sup> The overwhelming majority (98 per cent) of Palestinian refugees from Syria rely heavily on assistance provided by UNRWA as a main source of income.<sup>xxxiii</sup> Palestinian refugees from Syria households also rely on debt, partly as their access to livelihoods is limited.

(3) UN-Habitat and UNICEF Lebanon (2018) Tabbaneh Neighbourhood Profile 2018, Beirut: UN-Habitat Lebanon. UN-Habitat and UNICEF Lebanon (2018) El-Qobbeh Neighbourhood Profile 2018, Beirut: UN-Habitat Lebanon. Evidence is drawn from other neighbourhood profile datasets not yet published.

(4) Structural supporting elements, beams, columns.

(5) Exterior walls, roofs, windows, balconies or other fixed architectural features.

(6) Overcrowding describes three or more persons sleeping in the same room. This definition is not currently consistent with that used in VASyR. The definition is adopted from UNICEF (2016) Household Baseline Survey, Beirut.

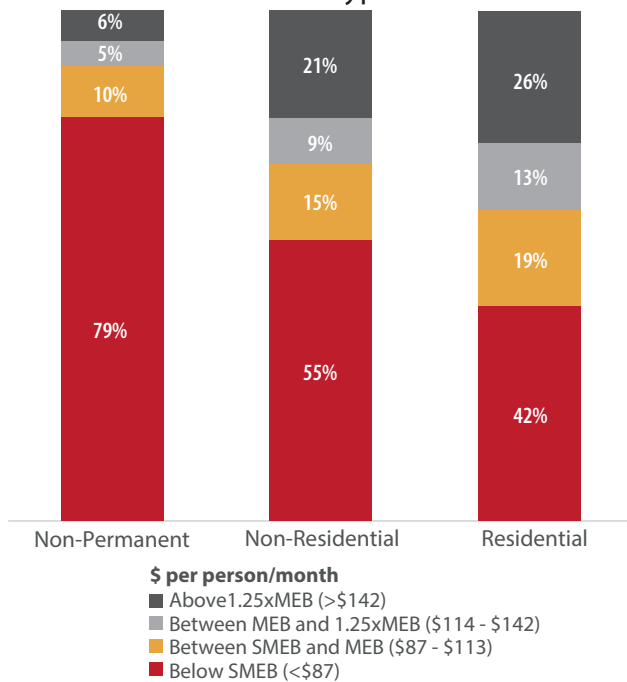
(7) Percentage from Survey on the Economic Status of Palestinian refugees in Lebanon (American University of Beirut, 2015) calculated against the figures from the 'Population and Housing Census in Palestinian Camps and Gatherings' (American University of Beirut, 2017).

Of the 180,000<sup>8</sup> Palestinian refugees from Lebanon (86 per cent of all Palestinians in the country), a minority of 45 per cent reside in the 12 official Palestinian camps, with the remaining majority of 55 per cent mainly concentrated in 'gatherings' surrounding the official camps.

Of the 28,800 Palestinian refugees from Syria, a minority – 46 per cent - live in pre-existing overcrowded Palestinian camps across the country.

The total Palestinian population in camps is 94,729, though the camps also are occupied by other nationalities. With a total area of only 2.79 square kilometres for the 12 camps, population density calculations that factor in only the Palestinian residents give an average figure of 33,953 persons/square kilometre.

### Expenditure levels of displaced Syrian households compared proportionally by shelter type



According to UNRWA's 'Inventory and Needs Assessment on Environmental Infrastructure and Environmental Health in the 12 Palestinian refugee camps in Lebanon', 'Many shelters are at risk of collapse or are uninhabitable due to leaks and unhygienic conditions. The vast majority of the 14,000 buildings and 40,000 shelters were unplanned and were not built using safe engineering or construction practices. Most lack a foundation and were created with cheap and inappropriate construction materials, leading to cracks, leakages and in many instances structural failure' UNRWA, 2017.<sup>xxxiv</sup> Systematic information on shelter conditions in areas adjacent to camps is not available.

(8) UNRWA-Lebanese Palestinian Dialogue Committee: Population and Housing Census in Palestinian Camps and Gatherings 2017, Central Administration of Statistics (CAS) and Palestinian Bureau of Statistics (PCBS) x 3.1974 (used as growth rate from July 2017 to present).

### Progress in 2018

Noting that the Shelter sector was funded at 17 per cent as of October 2018, Shelter sector partners assisted over 202,000 individuals, of which 96 per cent are displaced Syrians, three per cent vulnerable Lebanese and one per cent Palestinian refugees. This was achieved through utilizing technical assessments and eligibility criteria that helped sector partners target the most vulnerable households.

As of September 2018, almost 108,095 displaced Syrians benefitted from humanitarian-focused assistance to maintain their temporary shelters at habitable conditions. This included households residing in both informal settlements and non-residential structures. The Shelter sector reached 95,766 individuals for the purpose of distribution of weatherproofing kits in informal settlements. Technical guidance was provided to ensure proper sealing of shelters from harsh climatic conditions. Weatherproofing assistance is considered crucial to ensure the effectiveness of winterization interventions by the Basic Assistance sector. In addition to regular weatherproofing activities, sector partners responded to the needs of 6,485 individuals in informal settlements following emergency events such as fire, flooding or eviction. Standard operating procedures are put in place by the sector to ensure a timely response to such emergency events.

Another 24,990 vulnerable people – both displaced and hosting communities – benefitted from upgrading of their residential structures to minimum standards. This amounted to nine per cent of the year's target by September 2018. Progress was mainly in the governorates of the North, Akkar and Bekaa, where apartments can be upgraded to a minimum standard at relatively low cost and landlords are willing to agree to extend lease agreements under favorable terms and conditions. In urbanized areas of Beirut and surrounding Mount Lebanon, where the financial and technical challenges to upgrading of substandard<sup>9</sup> residential buildings are greater, only eight per cent of the 2018 target has been met. Other than providing beneficiaries with adequate privacy, safety and security, the value of this activity is also in mitigating inter-community tension. This is due to the tangible outcome of improved living conditions for an area inhabited by both host and displaced communities. At least 430 elderly individuals and people with physical disabilities have benefitted from tailored shelter assistance under the residential shelter upgrading programme. This includes adapting shelters to allow better circulation and mobility within and around shelters.

Around 16,000 people benefitted from activities that improve site conditions in informal settlements. Such activities can help mitigate heavy water inundation and mudding in the winter season, both of which can hinder safe access to shelters or can damage personal belongings. Site improvement activities can also reduce

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

health risks resulting from the contamination of drinking water and storm water with grey and/or black water. Some 47,000 people, mostly but not limited to displaced Syrians residing in informal settlements, have been sensitized to the risks of fire, how to reduce such risks and how to fight fire with materials distributed to them. This has been achieved in accordance with the technical guidelines on “Fire Preparedness, Awareness and Response” produced by the sector in 2018. The Shelter sector is leading the integration of fire programming for the different shelters types given its importance in reducing the risk of loss of life, especially in informal settlements.

The ‘Cash for Rent’ programme, 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 programme (MCAP), has reached 5,550 individuals in 2018.

All the above-mentioned forms of assistance were delivered in all eight governorates.

Progress has been made on multi-sectoral area-based profiling and implementation. The first batch of a series of profiles of poor urban neighbourhoods were produced for three locations<sup>10</sup> and are being used for geographical coordination and evidence-based programming of interventions by partners. Further, an area-based neighbourhood task force set up in Tripoli under the Shelter sector linked into the union of municipalities<sup>11</sup> is actively using neighbourhood data to organize multi-partner, multi-sector interventions in an evidence-led way. Similarly in 2018, UNHCR developed and adopted an integrated shelter and WASH response initiative with a strong protection focus to target specific geographic areas<sup>12</sup> demonstrating high levels of need, vulnerability, protection concerns and social tension.

Progress has also been made on thematic research aimed at capacitating national institutions to respond to immediate and longer-term shelter and housing challenges. Studies have been published by UN-Habitat and the Norwegian Refugee Council, whilst Save the Children has mobilized an advisory panel to inform research into aspects of rent conditions including tenure security.

## Overall sector strategy

The overarching aim of the Shelter sector is to ensure the protection of vulnerable populations; to contribute to social stability through mitigating the decline of shelter and economic conditions; and to improve access of displaced and vulnerable host communities to safe and physically adequate shelters with security of tenure. This is accomplished through the provision

of protection-focused shelter assistance that addresses shelter concerns linked to the privacy, security and safety of vulnerable populations. Interventions will also be concentrated in areas deemed highly vulnerable.<sup>13</sup> Interventions should benefit both host community and displaced populations in a given area, promoting social stability and peaceful coexistence.

In order to define the most impactful as well as the most sustainable strategy, the Shelter sector has to take into account the following:

- The vulnerable population with acute shelter needs remains large and includes economically vulnerable Lebanese, Syrian and Palestinian refugees in all parts of the country.
- Continued government restrictions on the durability of permitted shelter materials necessitate regular intervention in informal settlements.
- Some shelters, particularly in non-residential buildings but also in structurally unsound residential buildings, offer such inadequate living conditions that the cost of upgrading them to minimum residential standards is unfeasibly high.
- The impact on vulnerability of improving physical shelter conditions is optimized when integrated with measures which increase security of tenure.
- The multi-dimensional nature of shelter vulnerabilities means that coordination of shelter activities with those of other sectors, organized within a holistic area-based framework, has potential to achieve more impact relative to single-sector approaches.
- It is imperative for the Shelter sector to partner with the public, private and academic sectors and to support national and local institutions to improve the housing situation in Lebanon in the long term.

The Shelter sector will, in the framework of the LCRP and according to established standards,<sup>14</sup> continue to apply and strengthen the following principles in the implementation of its strategy:

**Inclusion:** The sector shall primarily target the shelter needs of the displaced population while ensuring the inclusion of the different age, gender and diversity groups, including people with specific needs, with particular attention to those with physical disabilities. Equitable access to available shelter will be achieved through a protection mainstreaming approach incorporating the principles of meaningful access without discrimination, safety, dignity and do-no-harm, participation and empowerment and accountability within each stage of the sector’s humanitarian cycle. The sector will also assist, within its capacity, the most shelter-vulnerable and socio-economically vulnerable host communities. Data will be disaggregated by age,

(10) UN-Habitat & UNICEF, Tabbaneh, El-Qobbeh, Jabal Mohsen.

(11) The taskforce is linked into the Al Fayhaa Union of Municipalities through the Union’s regional technical office.

(12) Areas included are Syr and Fawar in the North; Bebnine in Akkar; Mansourah, Temnin el Fawka and Majdal Anjar in the Bekaa; Haret Hreik, Mrayjeh and Borj el Brajne in Mount Lebanon; as well as Nabatieh, Kfarrouman and Habbouch in the South.

(13) Vulnerability viewed from a multi-sectoral understanding of needs that variably includes shelter, protection, WASH and social stability indicators.

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

gender and diversity in 2019.

**Accountability:** The Shelter sector promotes the active participation of men, women, girls and boys in age and gender disaggregated consultations regarding the appropriateness of shelter assistance, such as the distribution of shelter kits in informal settlements. Needs assessments and post-monitoring forms will include the collection of information on qualitative indicators on how current shelter arrangements are impacting beneficiary feelings of privacy, safety and security. Reporting mechanisms will also be put in place for households/ individuals at risk of exploitation and/or abuse to be able to report complaints and grievances.

**Targeted and tailored assistance** is provided through harmonized assessments that determine eligibility and take into account the specific shelter needs of the vulnerable including female-headed households, people with specific needs and other marginalized groups. Complementary targeting that may increase the sustainability of shelter assistance and reduce impact of, for example a household coming off cash assistance, will be integrated, specifically with Basic Assistance and Livelihoods sectors.

**Coordination:** Understanding the holistic needs of affected communities requires inter-sectoral collaboration. Shelter assistance will be coordinated with other sectors for improved coverage and complementarity of interventions where applicable. Assistance shall also be coordinated primarily with local authorities, communities and landlords.

**Gender marker:** Specific needs of women, girls, boys and men will be accounted for in the sector's guidelines on two levels: 1) ensuring spatial separation between living and sleeping spaces for privacy and the mitigation of gender-based violence risks, and 2) providing -where needed- labour assistance for the implementation of shelter interventions to ensure effectiveness of provided assistance.

**Monitoring:** Activities will be regularly monitored to ensure impact in accordance with sector standards. Activities will also be evaluated to ensure they contribute towards achieving the sector's objectives.

## Main Sector Objectives

The Shelter sector recognizes the pivotal role shelter programming can play in:

- Alleviating protection concerns linked to privacy, safety and security as well as mitigating health risks, both physical and psychological;
- Mitigating social tensions through visible and tangible interventions that benefit and are viewed positively by co-locating host and non-host communities and/or local authorities;
- Capacitating Lebanese institutions and organizations to respond to the shelter and housing needs of the most vulnerable, such as by collaborating with local

stakeholders and involving them in discussions and assessments.

The Shelter sector strategy is based on three main objectives:

1. **The Shelter sector aims to deliver humanitarian assistance to ensure the protection of the most vulnerable households.**

This objective links to LCRP Strategic Objective 2: provide immediate assistance to vulnerable populations.

Shelter offers more than just physical protection; it also affects the psycho-social state and overall wellbeing of households. Almost one third of displaced Syrians are forced to reside in non-residential buildings and informal settlements, where often hazardous conditions can only be mitigated temporarily. Safeguarding the health, privacy, safety, security and dignity of the most vulnerable households implies the need for regular shelter assistance. Insufficient shelter assistance is likely to incur knock-on effects onto other sectors, increasing the burden particularly on Protection and Health. Conversely, adequate shelter assistance provision can reduce the burden on other sectors. For instance, the sealing of shelters (weatherproofing) can enhance the effectiveness of the winter support activities of the Basic Assistance sector, such as cash for fuel or provision of stoves.

The Shelter sector utilizes several modalities in responding to shelter needs in informal settlements and non-residential structures. These include the provision of shelter material through in-kind assistance, vouchers or labour assistance coupled with the sharing of technical guidance and manuals on recommended practices in shelter maintenance. The sector takes into consideration people with specific needs as well as women- and girls-at-risk through tailored shelter assistance. Such assistance includes partitioning of internal spaces for enhanced privacy, and improvement of accessibility and circulation within and around shelters.

For female-headed households, women-at-risk and other marginalized groups who are particularly susceptible to exploitation by landlords, direct cash assistance does not reliably ensure access to adequate shelter. These groups are more likely to benefit from interventions involving a combined package of physical upgrading with tenure security enhancement. In parallel with upgrading works, pertaining generally to residential buildings, shelter agencies will sign lease agreements with landlords on behalf of beneficiaries that enhance security of tenure after shelter improvements have been executed. Close collaboration with the Protection sector is necessary to appropriately prioritize case management for the abovementioned marginalized groups.

2. **The Shelter sector aims to support sustainable**



**living conditions through contributing to multi-sectoral approaches in disadvantaged areas.<sup>15</sup>**

This objective links to LCRP Strategic Objective 4: reinforce Lebanon's economic, social and environmental stability, under Impact 4 'Mitigated deterioration in the economic condition of vulnerable populations and Impact 5 'Social Stability is strengthened in Lebanon'.

At individual or household level, shelter vulnerability is part of a constellation of interplaying vulnerabilities, with particular interdependencies with the Protection, Health and WASH sectors. This places importance on intersectoral coordination to mitigate risks that arise from living in inadequate shelters.

At the level of defined areas containing many households, there is value in considering how shelter vulnerabilities are affected by features common to that area, like demographic pressure on basic services, housing stock quality, housing market prices and inter-community tensions. Multi-sectoral understandings of areas can be used to programme for sectorally integrated interventions within an area-based framework, with partners maximizing impact through efficient geographical coordination. This information can also form evidence bases not only for humanitarian interventions but also for longer-term planning.

There is an especially strong imperative for sectoral and geographical coordination in vulnerable, dense, urban areas where target beneficiary visibility can be poor; communities are mixed and inter-community tensions may exist; basic services and social services are shared; and there is a need to build the capacities of existing urban systems and associated institutions with mandates over the area. Area-based coordination mechanisms can provide a useful framework for improved coordination between the humanitarian community and national institutions and organizations. Interventions that improve living conditions for all cohorts in a given area can also mitigate inter-community social tensions.

In 2019 the sector will continue to broaden its focus to include more development-oriented interventions alongside relief-related ones. This will be done through promoting and implementing multi-sectoral, area-based shelter upgrading that augments the stock of sustainable low-income housing in coordination with other sectors, mainly Protection, WASH and Social Stability. Integrating context-sensitive interventions around the needs of specific places has potentially higher sustainability gains relative to interventions targeting specific cohorts or single-sector concerns, in coordination with local authorities. This is particularly clear in vulnerable pockets of complex urban settings experiencing high population pressure where basic services do not meet local needs. By targeting vulnerable areas, the Shelter sector will be tackling the needs of both host community and refugees

(15) The identification of such areas will be based on integrating the findings of existing tools to provide valuable secondary data such as: neighbourhood profiling (UN-Habitat), Maps of Risks and Resources (Ministry of Social Affairs/UNDP) and social tension mapping (Social Stability sector) with the consideration of the vulnerable localities framework agreed by the Government of Lebanon and the UN.

and supporting the municipalities in responding to the shelter-related challenges, therefore contributing to mitigating and preventing inter-communal discord.

In 2019, the sector will continue its multi-sector situational analysis of vulnerable areas (e.g. neighbourhoods, villages) that serve as a basis for coordinating area-based approaches to implementation. Through this area-based approach, the sector aims to continue upgrading shelters for the most disadvantaged to minimum humanitarian standards, while exploring, through desk and field-based research that may lead to pilots, the complexities of implementing an upgrading programme to mainstream standards<sup>16</sup> with a goal of fostering shelter units and residential areas that are part of an increasingly sustainable national housing stock.

**3. The Shelter sector aims to strengthen the contribution of national institutions and organizations to the shelter and housing situation in Lebanon.**

This objective links to LCRP Strategic Objective 3: support service provision through national systems.

Localizing a humanitarian response is a process of recognizing, respecting and strengthening the capacity of national institutions and organizations to address the needs of affected populations. Such a contextualized response should underpin in due course a successful phasing out and handover to the Government of Lebanon. In light of the above, the Shelter sector promotes the provision of shelter assistance through national systems by coordinating and collaborating with national institutions and organizations on conducting assessments and provision of assistance. The sector also recognizes the importance of involving national institutions and organizations in the shift to a more development-oriented response aimed at providing adequate housing on a sustainable basis for vulnerable populations.

International NGOs and UN agencies are encouraged to strengthen the participation of national organizations by building their capacity to take active part in projects. The capacity of Lebanese NGOs, national organizations and institutions can be strengthened through their participation in shelter activities first-hand alongside international NGOs which can share their experience. By the end of 2019, the sector aims for more national organizations to be actively engaged in the shelter response.

In collaboration with national organizations and institutions, the sector promotes knowledge generation through national studies and reports relevant to shelter and housing. This will contribute to a better understanding of Lebanon's housing sector, which will be needed by the Government of Lebanon and partners to inform approaches to national housing policy discussions.

The sector aims to establish a platform with Government,

(16) A higher level than the minimum humanitarian standards.

relevant UN agencies, NGOs, donors, the private sector, national institutions and the academic sector to share expertise and data on the housing property and rental market, built stock and planning for housing. Two broad areas to be discussed in the forthcoming year are:

- **Develop a housing evidence base**

Descriptive data and statistics of the housing market are required in order to reach a common understanding of the baseline situation. This is a prerequisite for any potential transition towards locally resonant policies, including formulating supply and demand forecasts/projections that are geographically linked to other major policy sectors.

- **Map housing-related institutions**

The housing sector is currently influenced directly or indirectly by a range of Government and private entities, which vary across different parts of the country. A mapping of institutional actors and respective mandates will be undertaken to offer a common starting point for:

- 1) constructive debate on capacity-building needs of existing entities at national and local level; and
- 2) to assist the Government in considering organizational/administrative enhancements/adaptations in the future, to improve the understanding of executive and administrative links between national and sub-national tiers of government.

This aims to support the eventual development of nationally coherent, inter-scalar policy implementation frameworks.

## Shelter sector outcomes and outputs

### **Outcome 1: Reduce immediate protection-related shelter needs of most vulnerable households.**

This outcome shall be achieved by one output relating to mitigating the deterioration of conditions in shelters with acute shelter needs through the provision of protection-focused assistance. For the outcome to achieve its intended impact, it is assumed that assisted households will properly utilize shelter materials provided in accordance with the sector's guidance in relation to their particular need – taking into account this intervention will prioritize women, girls and people with specific needs. Activities can all be measured by the same type of indicator: the number of individuals benefiting from each of the specific activities.

#### **Output 1.1: Shelters hosting vulnerable households have improved liveability and safety.**

Activities under this output include: 1) weatherproofing and repair of substandard residential and non-residential structures; 2) upgrading of substandard residential shelters to meet minimum humanitarian standards for the benefit of protection cases, female-headed households, people with specific needs and other marginalized groups; 3) weatherproofing and

maintenance of make-shift shelters within informal settlements; 4) providing cash for rent for vulnerable households living in adequate shelters; 5) conducting site improvements in informal settlements; and 6) providing fire risk mitigation in informal settlements and in buildings including awareness sessions, firefighting trainings and distribution of firefighting kits.

### **Outcome 2: Contribute to multi-sectoral upgrading of disadvantaged areas for enhanced stability.**

The outcome shall be achieved by two outputs, the first relating to improving access to adequate shelters of least minimum standard and affordable to vulnerable populations. The second output relates to multi-sectoral assessments<sup>17</sup> and upgrading of vulnerable areas. For this outcome to achieve its intended impact, it is assumed that involved sectors will coordinate successfully towards implementing a multi-sectoral programme. It is also assumed that landlords will approve of the upgrading of their property in exchange for favourable tenure conditions benefitting the targeted population.

#### **Output 2.1: Access to adequate shelter stock in disadvantaged areas increased.**

Activities under this output include: 1) upgrading of substandard residential shelters to minimum standards; 2) upgrading of substandard residential shelters to mainstream standards, and; 3) upgrading of common areas within substandard residential and non-residential buildings.

#### **Output 2.2: Areas of vulnerable populations promoted to be upgraded in a coordinated, cross-sectorial approach.**

There is only one activity under this output which is the multi-sectoral assessment/profiling of areas (e.g. neighbourhoods) hosting vulnerable populations.

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

In 2019, increased weight will be given to this 'transition' outcome aimed at shifting the focus away from short term humanitarian activities and towards building the capacity of national systems to provide adequate housing for vulnerable populations on a sustainable basis. For the outcome to achieve its intended impact, it is assumed that national institutions and organization will actively participate in capacity-building initiatives such as training sessions and workshops held by the Shelter sector. Continued interest from the Government of Lebanon in exploring steps towards establishing a national housing policy is also assumed.

The outcome is measured by the number of national organizations, academic entities, local authorities and Lebanese NGOs that contribute to the Shelter response.<sup>18</sup>

(17) E.g. the profiling of vulnerable neighbourhoods currently being conducted by UN-Habitat and UNICEF.

(18) 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), number of witnessed lease agreements by municipalities.

It will also be measured by the contribution of the Shelter sector in conducting 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' capacity to support the shelter response, strengthened.**

Activities under this output include: 1) strengthening the shelter-related capacity of local and national organizations through training, coordination and collaboration; 2) conducting and disseminating studies to better understand the housing context, and; 3) inviting the private sector, national academic and local organizations to share their expertise by creating an engagement platform on the housing sector at national and field levels.

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

In 2019, the Shelter sector is targeting 694,480 individuals,<sup>19</sup> including Syrians, Lebanese and Palestinians. The total figure of individuals targeted has increased by 16 per cent, up from 596,144 individuals targeted in 2018. The Shelter sector seeks to better target people with specific needs (PwSN) and those with specific vulnerabilities, such as female-headed households, with tailored shelter assistance. In order to track this effort, Shelter sector partners will provide, where possible, disaggregated data on beneficiaries.<sup>20</sup>

**Baseline figure:** The shelter needs of Syrians registered with UNHCR are identified through the Vulnerability Assessment of Syrian Refugees 2018 and extrapolated over the entire displaced Syrian population of 1.5 million.

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

- a) Shelters located in geographical settings that are unfavourable for residential uses.<sup>21</sup>
- b) Shelters that only fall under the overcrowding category, especially when families are forced to share an apartment in order to reduce rental costs. As this does not require building upgrading but financial assistance, e.g. unconditional cash grants, it is beyond the sector's scope of intervention.
- c) Buildings in dangerous condition<sup>22</sup> 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 landlords.

**Target Figures by Nationality**

Based on the figures from the 2018 Vulnerability Assessment of Syrian Refugees, targets estimated by shelter type on a country level add up as follows:

**Target figures for displaced Syrians in Lebanon**

- 246,000 individuals<sup>23</sup> (16 per cent of displaced Syrians) with shelter needs living in informal settlements (2018: 208,800 individuals).
- 225,300 individuals<sup>24</sup> (15 per cent of displaced Syrians) living in substandard physical conditions in residential buildings (2018: 182,998 individuals).
- 87,400 individuals<sup>25</sup> (six per cent of displaced Syrians) living in substandard conditions in non-residential buildings (2018: 67,680 individuals).
- 22,500 individuals assisted with Cash for Rent (1.5 per cent of displaced Syrians)
- 60,000 individuals (four per cent of displaced Syrians) indicating that they are threatened by security-related evictions (2018: 75,000 individuals).

Overall, there are 581,200<sup>26</sup> displaced Syrians targeted with shelter needs (2018).

**Target figures for Palestinian refugees from Syria and Palestinian refugees from Lebanon**

- 18,000 of the most vulnerable Palestinian refugees from Syria in substandard shelter conditions (63 per cent of the 28,800 Palestinian refugees from Syria.)
- 18,000 of the most vulnerable Palestinian refugees from Lebanon living in substandard shelter conditions (10 per cent of the 180,000 Palestinian refugees from Lebanon.)

**Vulnerable Lebanese**

There are 336,000 vulnerable Lebanese under the extreme poverty line.<sup>27</sup> The shelter situation of the most vulnerable remains poorly understood.<sup>28</sup> However, the sector will target the shelter needs of the extremely poor, guided by an assumption that the proportion of this group living in substandard conditions in residential buildings is similar to that of displaced Syrians. It is assumed then that 23 per cent<sup>29</sup> of the extremely poor Lebanese are living in substandard shelter conditions in residential buildings.

- 77,280 individuals living in substandard physical conditions in residential buildings (2017: 77,298 individuals, 2018: 74,166).

(23) Eighty per cent of the 307,500 displaced Syrians residing in informal settlements are assumed to require shelter assistance.

(24) Twenty-three per cent deemed to be below physical humanitarian standards of the 979,500 displaced Syrians residing in residential buildings (VASyR 2018).

(25) Forty-one per cent deemed to be below physical humanitarian standards of the 213,000 displaced Syrians residing in non-residential structures (VASyR 2018).

(26) This excludes the 60,000 individuals that are due to be assisted in the case of security related evictions as this is considered a backup plan.

(27) Further data on the general shelter situation of vulnerable Lebanese gathered as part of the National Poverty Targeting Programme is expected from the Government of Lebanon.

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

(29) Using the same percentage of displaced Syrians living in substandard residential buildings as indicated by VASyR 2018.

(19) This excludes the 60,000 individuals that are due to be assisted in the case of security-related evictions as this is considered as a backup plan.

(20) Reporting of achievements on Activity Info disaggregated by cohort, gender, age (children, elderly) and needs (people with specific needs).

(21) Areas with proximity to physical danger; remote areas located far from services.

(22) Shelters that have structural or other physical damage that might pose a threat to residents. This applies only to residential and non-residential buildings.

## Geographical

In all governorates and districts, the sector primarily targets the shelter needs of displaced populations and, to the extent possible, those of host communities most affected by the Syria crisis.

### Displaced Syrians

Updated and detailed information allows the identification and location of displaced Syrians in need.<sup>30</sup>

**Governorates of Akkar, Baalbek-Hermel and Bekaa:** 43 per cent<sup>31</sup> (around 646,520 people) of all displaced Syrians reside in governorates bordering the Syrian territories. Here, 42 per cent (268,582 individuals) live in informal settlements<sup>32</sup> spread in rural areas, 15 per cent (94,564 individuals) live in non-residential buildings and almost 44 per cent (283,354 individuals) of displaced Syrians reside in apartments in semi-urban areas and cities.<sup>33</sup> The Shelter sector will provide assistance in the three governorates to around 341,200 displaced Syrians, split between temporary assistance to 218,800 individuals in informal settlements and 38,300 individuals in non-residential buildings. Upgrading, rehabilitation and conditional cash for rent will support the shelter needs of 84,100 displaced Syrians.

**Governorates of North, South and Nabatiye:** 26 per cent<sup>34</sup> (around 395,655 people) of all displaced Syrians reside in these three governorates. Here, seven per cent (26,487 individuals) live in informal settlements, 17 per cent (68,297 individuals) live in non-residential buildings and the majority of 76 per cent (300,916 individuals) live in residential buildings. The Shelter sector will provide assistance to around 110,800 displaced Syrians. The target includes covering the acute humanitarian needs

(30) RAIS or figures for persons registered as refugees by UNHCR extrapolated on the preliminary results of the VASyR (WFP, UNHCR, UNDP, 2018).

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

(32) Of the total persons registered as refugees by UNHCR living in informal settlements, 42 per cent live in Bekaa, 51 per cent in Baalbek-Hermel and 29 per cent in Akkar.

(33) A significant number of displaced Syrians reside in and around Zahle and Baalbek (VASyR 2018).

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

of 48,300 displaced Syrians, split between emergency assistance for 21,600 individuals in informal settlements and 26,700 individuals in substandard non-residential buildings. Upgrading, rehabilitation and conditional cash for rent will support the shelter needs of 62,500 displaced Syrians.

**Governorates of Beirut and Mount Lebanon:** Thirty-one per cent (around 457,825 people) of all displaced Syrians reside in Mount Lebanon and Beirut. With only few informal settlements with a small number of residents (6,906 persons amounting to one per cent), not much attention has been given to vulnerable population living in less visible but nonetheless hazardous shelter conditions. Currently 389,778 individuals reside in residential buildings and 61,119 individuals in non-residential structures. In 2019, the Shelter sector aims to assist around 129,200 displaced Syrians. The target includes covering the acute shelter needs of around 28,000 displaced Syrians living in informal settlements and substandard non-residential buildings. Upgrading, rehabilitation, and conditional cash for rent will support the shelter needs of 101,200 displaced Syrians.

### Palestinian refugees from Lebanon and Syria

Assistance to Palestinian refugees from Syria and Lebanon will focus on Palestinian camps and their adjacent areas, with the population located mainly in the South (48 per cent of all Palestinian refugees) as well as in Mount Lebanon (18.3 per cent) and the North (10 per cent).

### Lebanese

In reference to economically vulnerable Lebanese, a better understanding of the spatial distribution of their shelter needs shall be pursued. This will partly depend on published and planned multi-sectoral profiling of disadvantaged areas. The potential for using shelter-related information gathered to inform targeting within the Government of Lebanon's National Poverty Targeting Programme will be explored.<sup>35</sup>

(35) UN-Habitat has profiled two main cities in Lebanon: Tripoli (2016, revised 2017) and Tyre (2017). City profiles for Saida and Beirut are forthcoming.

## Total sector needs and targets 2019

Population Cohort	Total Population in Need	Targeted Population	No. of Females	No. of Males	No. of Children (0-17)	No. of Adolescents (10-17)	No. of Youth (18-24)
Lebanese	336,000	77,280					
Displaced Syrians	817,500	581,200					
Palestinian Refugees from Syria	28,800	18,000					
Palestinian Refugees from Lebanon	180,000	18,000					
<b>GRAND TOTAL</b>	<b>1,362,300</b>	<b>694,480</b>					

### Targeted Institutions

**Syndicates:** Developers' Syndicates (Real Estate Development Association of Lebanon - REDAL); Architects' and Engineers' Syndicate (Order of Engineers and Architects - OEA).

**Ministries and municipalities:** MoIM, municipalities, unions/federations of municipalities; MoSA.

**Public institutions and directorates:** Public Corporation for Housing (part of MoSA); Directorate General of Urban Planning (part of Ministry of Public Works and Transport).

## Mainstreaming of conflict sensitivity, gender, age, youth, protection and environment

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

**Conflict Sensitivity:** The Shelter sector will prioritize beneficiaries who are severely or highly vulnerable through an inclusive process, encompassing Syrians, Palestinian refugees and Lebanese populations. Their identified shelter needs are addressed taking into account their regional and local context, regardless of nationality. The Shelter sector interventions have the potential to mitigate tensions between refugees and host communities by reducing frictions particularly related to security of tenure and evictions that result from the incapacity to pay rent. In addition, the rehabilitation of substandard shelter units as well as continuously conducting maintenance activities in informal settlements, increase the supply of affordable housing which in turn contributes to the stagnation of rent prices thus reducing tension between tenants and landlords. In coordination with the Social Stability sector, the Shelter sector 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.

**Gender** dimensions are considered during the assessment of needs and in the design of shelter activities. The Shelter sector has participated in the rollout of the gender-based violence guidelines that were launched by the Inter-Agency Standing Committee (IASC). It has since worked on incorporating gender-based violence guidelines in its programming, giving special consideration to gender dimensions in the revision of existing technical guidelines. Mechanisms to enhance safety and privacy in shelters were applied in order to reduce the risk of gender-based violence and promote a safe living environment.<sup>36</sup> The Shelter sector has also suggested that field staff receive training on gender-based violence issues related to shelter as well as on referral pathways for gender-based violence victims. Gender mainstreaming in shelter activities will foster a more effective response leading to safer environments for women, girls, boys and men alike.

**Protection:** In 2019, the Shelter sector will strengthen the mainstreaming of the core protection principles of: ‘meaningful access without discrimination’, ‘safety, dignity and do-no-harm’, ‘accountability’ and ‘participation and empowerment’ within its activities.

**People with specific needs** shall be respected and accounted for in all relevant shelter programmes using

technical guidelines<sup>37</sup> that respond to the specific shelter needs of vulnerable groups, particularly: elderly and people specifically with physical disability or mobility impairments. Interventions may include improving accessibility and circulation within shelters.

**Environment:** In collaboration with other sectors –namely Social Stability and Water- the Shelter sector contributes to minimizing the negative impacts on the environment through the following:

- In informal settlements, the planning and implementation of activities will take into account, to the extent of the Shelter sector’s scope, the facilitation of proper wastewater and solid waste management systems to minimize negative effects on the water supply and noting the agricultural land siting of informal settlements on the environment. This will be through site improvements<sup>38</sup> and maintenance as well as awareness-raising initiatives. The sector will advocate for and work to minimize the burning of weatherproofing materials discarded during the refurbishment or evacuation of shelters.
- In residential and non-residential buildings, the sector will advocate for energy-efficient solutions, in terms of both materials and techniques, within given resource constraints. This will be at the levels of minor and major repairs.
- In its contribution to fostering government-led discussions about national housing, the sector will refer to the Energy sector for advice on opportunities for improving the energy efficiency of both existing stock through retro-fitting as well as that of new builds.

**Fire Risk Mitigation:** The risk of fire outbreak is especially high in informal settlements, where the ad-hoc planning and absence of breaks between tents can facilitate the spread of fire. Fire risks are also high in substandard residential and non-residential buildings where poor quality and/or damaged doors do not provide a good barrier to the quick spread 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 on fire risks. It also trains at-risk 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 training activities.

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

(37) These technical guidelines are taken from the Global Shelter Cluster handbook on technical guidelines for people with specific needs.

(38) E.g. keeping distance to rivers and creeks, avoiding uncontrolled drainage to environmental sensitive areas, promote proper solid waste collection.

## Cross-sectoral linkages

Coordination between the Shelter sector and other sectors occurs through joint meetings at the national and field levels, the sharing of information and guidelines, joint ad-hoc working groups to target specific issues and referral systems. The Shelter sector seeks to further strengthen inter-sectoral collaboration 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 within the following thematic areas:

### **Identifying vulnerability and complementary targeting: linkages to Basic Assistance, Social Stability and Protection.**

**Household vulnerability:** In addition to physical shelter condition vulnerability, the Shelter sector utilizes protection and socio-economic vulnerability filters at the level of households and individuals to ensure targeting of those in most need. The identification of most vulnerable households is achieved through technical assessments, formulated in collaboration with the Protection sector, that incorporate selected sector-defined protection vulnerabilities. Similarly, the socio-economic vulnerability score (Desk Formula) developed by the Basic Assistance sector is incorporated into the shelter vulnerability scoring. The Shelter sector will explore complementarity of winterization activities in informal settlements and the targeting mechanism for Shelter activities, e.g. Cash for Rent and the upgrading of residential shelters to ensure that families are able to cover their rental costs upon the expiry of rental agreements.

**Area vulnerability:** In the context of the cadastre-level national geographical targeting guide offered by the IACL (251 most vulnerable localities), there is scope for targeting sub-cadastral areas where place-based, multi-sectoral responses are particularly appropriate. Areas of high population density, especially urban settings, with vulnerabilities across multiple sectors, and inter-community social cohesion stand to benefit from integrated, area-based interventions and will be prioritised by the sector. Area vulnerability will be estimated through cross-referencing existing data collection tools such as: Basic Assistance sector's Desk Formula; National Poverty Targeting Programme to determine where most socio-economically vulnerable Lebanese reside, Neighbourhood Profiling (UN-Habitat and UNICEF), Maps of Risks and Resources (Ministry of Social Affairs and UNDP), Social Tension Mapping (Social Stability sector).

### **Social Assistance and Services: Linkages with Water, Energy, Social Stability and Livelihoods.**

The Shelter sector aims to collaborate with the above sectors on coordinated activities in disadvantaged areas integrated within an area-based framework. Regular meetings at field level foster efficient joint coordination and programming:

- Coordinated efforts to upgrade the condition not only of shelter, but also of water and sanitation, in poor areas with overburdened basic services, particularly those exacerbated by an influx of displaced households leading to inter-community tensions.
- Advocating with landlords for the instalment of legal electrical connections to the national grid. The sector also promotes the installation of proper electrical connections within shelters. As part of the sector's residential shelter upgrading activity, including its upgrading of common building areas activity, the sector assists in improving the wiring to improve the safety of the connection and to mitigate shelter safety risks including fire.
- By addressing shelter needs through an area-based approach, the sector can contribute to the mitigation of tensions between the displaced and their host communities, particularly for those living in dense urban settings. This is because competition for access to resources, from basic services, housing and jobs to humanitarian aid, is a key source of tension. Improvement in access to services for all thus mitigates inter-community tensions.
- Coordinated response on household health and sanitation issues contributes to minimizing the impact on Lebanon's environment and contributes to social stability.
- 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 emerged as a crucial need as identified through area-based approaches to assessments and interventions. To maximize the impact of the sectors' respective interventions, the possibility of providing trainees/beneficiaries of Livelihoods sector activities, with employment opportunities through shelter contractors, will be explored.
- Collaborative efforts to establish guidelines and recommendations on the dismantlement of vacant tents and decommissioning of latrines in informal settlements. This includes working with the Social Stability sector on solid waste management—mainly construction material—as well as with the Livelihoods sector to identify skilled workers that can be employed to implement the required work as defined in the guidelines.

### **Strengthening Referrals: linkages with Protection, Basic Assistance and Water.**

For the Shelter sector to achieve its strategic outcomes for 'protection of vulnerable populations', clear referral mechanisms to the Protection, Basic Assistance and Water sectors should be outlined. The main areas of focus in 2019 will be:

- Referral pathways between Shelter and Protection sectors, in particular for cases of forced/security-

based evictions, and for people with specific needs, including older persons at risk and persons with disabilities. These cases as well as other protection-sensitive cases will be referred. The Protection sector will continue ensuring that Shelter frontliners are trained on safe identification and referrals of protection cases. This includes for people with specific needs, gender-based violence victims and child protection cases, including awareness of hub-specific service mapping.

- Housing Land and Property (HLP) rights will be mainstreamed throughout Shelter sector interventions. Whilst advice from the Protection sector will be sought in relation to housing land and property rights to foster security of tenure, Shelter partners will be encouraged and receive training on how to conduct information and awareness sessions on housing land and property rights in the course of their jobs.
- Site improvements in informal settlements and mitigation of flooding risks through separate, but coordinated, activities. The Shelter sector will take into account ongoing assessments of Water sector needs in informal settlements in order to coordinate its assistance and to accordingly prioritize its informal settlement-related activities, e.g. weatherproofing, site improvement and fire risk mitigation.
- The upgrading of common areas within buildings, a Shelter sector activity involving repairing and improving the infrastructure at building level and within its plot boundary e.g. water and sewage pipes, stairwells, lockable doors/gates. The Shelter sector will refer buildings that are not connected to public water/sewage networks to the Water sector.

An area-based profile that can support multi-sectoral programming & coordination.  
Photo credit: UN-Habitat & UNICEF (2018)

### TABBANEH NEIGHBOURHOOD PROFILE

Tripoli, Lebanon  
August 2018







## Endnotes









- i. World Bank, 2018.
- ii. UNHCR, UNICEF, WFP (2018), *Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR) 2018*.
- iii. UNRWA (2017), *Environmental Health Response Plan in the 12 Palestine Refugee Camps in Lebanon (2018-2021) with Inventory and Needs Assessment*.
- iv. UNHCR, UNICEF, WFP (2018), *Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR) 2018*.
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- vii. Ibid.
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- xvi. Ibid.
- xvii. UNHCR, UNICEF, WFP (2017), *Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR) 2018*.
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- xix. The Inter-Agency Mapping Platform, sweep number 37 (IAMP)
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- xxi. UNHCR, UNICEF, WFP (2018), *Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR) 2018*.
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- xxxiii. AUB/UNRWA (2015), *Survey on the Socioeconomic Status of Palestine Refugees in Lebanon*.
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## Sector Logframe

### Outcome 1: Reduce immediate protection-related shelter needs of most vulnerable households

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of most vulnerable households whose shelters in informal settlements or in substandard residential and non-residential buildings have improved privacy, safety and security.	Shelter assistance that addresses climate and fire risks, eviction risk and partitioning for a private, safe and secure living conditions.  = HHs reached / SUM ([targeted HHs in IS] + [targeted HHs in non-residential buildings] + [targeted FHHs and PwSN HHs in residential buildings])	Activity Info-Responsibility of the Shelter Sector	Percentage of households	Quarterly
 Lebanese	 Displaced Syrians	 Palestinian Refugees from Syria (PRS)	 Palestinian Refugees from Lebanon (PRL)	
Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020
N/A N/A N/A N/A	40% N/A 71% 90%	N/A N/A N/A N/A	N/A N/A N/A N/A	N/A N/A N/A N/A

### Outcome 2: Contribute to multi-sectoral upgrading of disadvantaged areas for enhanced stability

Indicator 1	Description	Means of Verification	Unit	Frequency		
Percentage of households living in disadvantaged areas benefitting from shelter upgrades to minimum standards.	The upgrading of residential shelters to minimum standards in accordance with the Shelter sector guidelines in disadvantaged areas.  = [total HHs reached] / SUM [total targeted HHs in substandard residential buildings in disadvantaged areas]	Activity Info-Responsibility of the Shelter Sector	Percentage of households	Monthly		
 Lebanese	 Displaced Syrians	 Palestinian Refugees from Syria (PRS)	 Palestinian Refugees from Lebanon (PRL)			
Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020		
			8%	15%	63%	10%
Indicator 2	Description	Means of Verification	Unit	Frequency		
Percentage of households living in disadvantaged areas benefitting from shelter upgrades to mainstream standards.	The upgrading of residential shelters to mainstream standards in accordance with the Shelter sector guidelines in disadvantaged areas.  = [total HHs reached] / SUM [total targeted HHs in substandard residential buildings in disadvantaged areas]	Activity Info-Responsibility of the Shelter Sector	Percentage of households	Monthly		
 Lebanese	 Displaced Syrians	 Palestinian Refugees from Syria (PRS)	 Palestinian Refugees from Lebanon (PRL)			
Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020		



Indicator 3	Description	Means of Verification	Unit	Frequency
Percentage of of all cadastres that contain a multi-sectorally assessed or profiled area.	Areas with a high percentage of vulnerable populations are assessed in a multi-sectoral manner.  = [number of cadastres containing an assessed area ]/ [number of cadastres]	Activity Info-Responsibility of the Shelter Sector	cadastre	Quarterly

#### Institutions/Areas

Baseline	Result 2018	Target 2019	Target 2020
2%	6%	6%	

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

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of of institutions and organisations participating in the Shelter sector response that are Lebanese.	Lebanese institutions and organisations include national and sub-national state entities as well as Lebanese NGOs that are engaged in coordination, implementation and capacity building.  = [number of Lebanese institutions and organizations participating in the Shelter sector] / [number of institutions and organizations participating in the Shelter sector]	Shelter Sector membership	Number of institutions and organisations	Quarterly

#### Institutions/Areas

Baseline	Result 2018	Target 2019	Target 2020
		40%	80%

Indicator 2	Description	Means of Verification	Unit	Frequency
Number of institutions and organisations participating in the shelter sector that contribute to housing policy discussions for Lebanon.	Number of institutions and organisations that are members of multi-stakeholder housing engagement platform that convenes to discuss studies and reports on housing and shelter challenges in Lebanon.  = [number of institutions and organisations that are members of a housing engagement platform] / [number of institutions and organizations participating in the Shelter sector]	Membership of housing engagement platform	Number of institutions and organisations	Quarterly

#### Institutions/Areas

Baseline	Result 2018	Target 2019	Target 2020
		20	40

