



SHELTER SECTOR

PEOPLE IN NEED



1,398,700

PEOPLE TARGETED



666,352

REQUIREMENTS(US\$)



2020 155.6 million

PARTNERS



27

GENDER MARKER



2

CONTACTS

LEAD MINISTRY
Ministry of Social Affairs (MoSA)
Mazen Riachi
riachimazen@outlook.com

COORDINATING AGENCIES
UNHCR and UN Habitat
Abdulrahman Abdelghani
abdelgab@unhcr.org
Suzanne Maguire
suzanne.maguire@un.org

SECTOR OUTCOMES

Outcome #1

\$68.4 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

\$85.2 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 251 most vulnerable localities (cadastral level) containing a multi-sectorally assessed or profiled area.

Outcome #3

\$2 m

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

Indicators

Percentage of institutions and organisations participating in the Shelter sector response that are Lebanese.

Number of Lebanese institutions and organisations with improved ability to contribute to housing policy discussions through exposure to new housing-related evidence.

POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	Gender Split	
			51% Female	49% Male
Lebanese	336,000	77,280	39,413	37,867
Displaced Syrians	855,000	553,072	282,067	271,005
Palestinian Refugees from Syria	27,700	18,000	9,180	8,820
Palestinian Refugees in Lebanon	180,000	18,000	9,180	8,820

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 vulnerable households, for both displaced and host communities, to physically adequate and safe shelters with security of tenure.

This is accomplished through the provision of protection-focused shelter assistance that addresses shelter inadequacies in terms of the privacy, security and safety of vulnerable households.¹ This will be achieved through two complementary routes: first, by responding to the needs of individual households; and second, by responding, in coordination with other sectors, to the needs of identified geographic areas deemed highly vulnerable.² In such areas, interventions should benefit both host community and displaced populations, promoting social stability and peaceful coexistence.

In order to define an impactful and sustainable strategy, the Shelter sector strategy takes into account the following:

- The population suffering from shelter inadequacies remains large and includes economically vulnerable Lebanese, Syrian and Palestinian refugees in all parts of the country.
- The proportion of displaced Syrians living in shelter types that are in general, the least adequate (non-permanent structures in informal settlements) has been increasing year on year since 2017. Continued government restrictions on the durability of permitted shelter materials in informal settlements necessitate regularly repeated interventions.
- Some substandard buildings, particularly those in the non-residential category but also those in the residential category that are structurally unsound, offer such inadequate living conditions that the cost of upgrading them to minimum standards is unfeasibly high in the context of the LCRP. The percent of shelters that are in dangerous conditions is increasing, reaching 12 percent in 2019 up from six percent in 2018 (VASyR, 2019).
- The impact on vulnerability of shelter assistance is optimized when enhanced security of tenure is leveraged from landlords on behalf of beneficiaries in return for shelter works that improve the shelter's physical quality.
- The multi-dimensional vulnerabilities of those in need of shelter assistance means that coordination of shelter activities with those of other sectors and cross-sectoral prioritization within a holistic area-based framework, has potential to achieve more sustainable impact relative to single-sector approaches.

- For efficiency and stabilization reasons, it is imperative that the Shelter sector continues to scale up linkages with national and subnational organizations and institutions³ in the shelter response for host and displaced communities. Further, as current shortages of adequate, affordable shelter accessible to vulnerable households is influenced by longstanding challenges in the Lebanese housing market, capacitation of Lebanese entities should also contribute to fostering an enabling environment for addressing structural housing problems, such as through sensitization and information generation and dissemination.

The Shelter sector objectives can be achieved:

- If immediate shelter assistance is provided to households in **acute shelter need**, whether in response to referrals or to climate, fire, eviction or regulatory environment shocks, which is dependent on partner capacity being maintained, including in terms of emergency contingency stocks, through adequate funding. In these circumstances, the protection risk to these households will be reduced and their right to adequate housing supported.
- If shelter partners succeed in producing multi-sectoral assessments of vulnerable geographical areas to inform their own needs-based **shelter assistance programming in complex, mixed nationality urban settings**, and if other sectoral partners are willing to use these assessments as common targeting guides to implement complementary interventions in coordination with shelter. Importantly, it is essential that municipalities and other service providers are engaged in the process so that multi-dimensional risks facing vulnerable urban households can be mitigated holistically and therefore more sustainably, social stability is strengthened, and the capacities of municipal and other state entities to implement their mandates is enhanced, contributing to a transitional exit strategy towards local service delivery / stabilization.
- If Lebanese state and non-state organizations and institutions are better sensitized to the nature and scale of the shelter and housing challenges in the country through access to an improved, robust body of knowledge featuring programming and policy-orientated research, and if more such entities have access to and take up training on the Shelter sector response. This is likely to foster a **shelter and housing response that is increasingly assumed by local entities**, as well as an enabling environment for evidence-led discussions on housing. Beyond the sphere of control or influence of the sector, the latter outcome may impact on the conceptualization of any future housing policy and associated institutional infrastructure.

Principles

The Shelter sector will continue to apply the following principles in the implementation of its strategy to maximize impact, complementarity and avoid

(1) The Shelter sector prioritizes female-headed households, households affected by at least one person with special needs, especially physical disabilities which often includes elderly, and households from marginalized groups. These are the groups most impacted by negative changes to shelter arrangements in comparison to other groups.

(2) Vulnerability in this sense is viewed from a multi-sectoral understanding of needs that variably includes shelter, protection, WaSH, health and social stability indicators.

(3) National NGOs as well as public, private and academic sector entities.

duplication, within the framework of the LCRP and according to established standards.⁴

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.

Targeted and tailored assistance: This is understood through harmonized assessments that determine eligibility and take into account the specific shelter needs of the vulnerable, with specific regard to female-headed households and people with specific needs (particularly those with physical disabilities which often includes elderly) and other marginalized groups.

Complementary targeting from other sectors that may increase the sustainability of shelter assistance and reduce the impact of, for example, a household coming off cash assistance, will be integrated, specifically with the Basic Assistance and Livelihoods sectors.

Coordination: Assistance shall engage and be coordinated primarily with local authorities, communities and landlords. Further, understanding the holistic needs of affected communities requires inter-sectoral collaboration. Shelter assistance will be coordinated between partners within the sector and with activities of other sectors for improved impact and complementarity of interventions where applicable.

Special attention is given to inter-sectoral coordination of 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 to ensure targeting of those in most need. The identification of the most vulnerable households is achieved through technical assessments, formulated in collaboration with the Protection sector, that incorporate selected sector-defined protection vulnerabilities. Similarly, the socioeconomic vulnerability score (Desk Formula) developed by the Basic Assistance sector is incorporated into the shelter vulnerability scoring.
- **Area vulnerability:** In the context of the cadastre-level national geographical targeting guide mapping vulnerable localities across Lebanon⁵, there is scope for continuing to target 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 stand to benefit from integrated, area-based interventions including in terms of inter-community cohesion. These will continue to be prioritized by the sector.

(4) Standards are set through technical guidelines on selected shelter activities drafted by Temporary Technical Committees (TTC).

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. The sector will pursue the following:

- 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 enhance the safety of the connection and to mitigate shelter safety risks including that of fire.
- By addressing shelter needs through an area-based approach, the sector can contribute to the mitigation of tensions between displaced 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 can contribute to mitigating inter-community tensions.
- A coordinated response on household health and sanitation issues can contribute to minimizing the impact on Lebanon's environment whilst simultaneously contributing to social stability.
- Shelter activities are also an opportunity to generate income in areas with high unemployment. The 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.

Strengthening Referral Pathways: For the Shelter sector to achieve its strategic outcomes for 'protection of vulnerable populations', clear referral mechanisms to and from other sectors⁵ are important. The main areas of coordination will continue to be on the following:

- 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 and other protection-sensitive cases will continue to be referred. The Protection sector will continue ensuring that Shelter frontliners are trained on safe identification

(5) Particularly Protection, Basic Assistance and Water

and referral 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, with sensitization methods already undertaken by some partners in the course of providing regular shelter assistance to be adopted more widely. Whilst advice from the Protection sector will be sought where needed 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.

Contextual changes from 2019 to 2020

Continued shrinkage of Shelter funding, a tightening regulatory environment for displaced persons with direct shelter implications, the marginal increase in the proportion of displaced Syrians in informal settlements - the least adequate shelter type - over 2019 to 2020 from 19 percent to 20 percent (VASyR, 2019), and increasingly substandard or dangerous shelter conditions overall, but particularly outside of informal settlements where funding shortfalls are most felt, are in direct tension with the growing need for stabilization approaches.

Whilst these contextual changes and shelter-specific trends are significant, they do not warrant a shift in direction at sector strategy level. However, the main sector objective is informed by the following points:

- Shelter funding has fallen since 2016 in absolute terms; as a percent of the sector appeal.⁶ The consequent gap in assistance has been borne largely outside of informal settlements, mainly by households in substandard buildings in urban settings.
- Average shelter standards for displaced Syrians between 2018 and 2019 have continued falling in line with the 2017-

2018 trend⁷. Simultaneously, there has been an increase in the proportion of displaced Syrian households living under threat of eviction in almost all governorates.

- In 2019, there was a dramatic increase in emergency response needs in informal settlements following particularly harsh climate events of Winter 2018/2019, major fire events and a Government decision in Spring 2019 to enforce dismantlement of illegal hard structures in informal settlements in certain areas.^{8,9}

Main Sector Objectives

The sector's main aim is to improve shelter-related living conditions for those most in need. The sector shall primarily target the needs of the shelter-vulnerable population while ensuring the inclusion of different age, gender and diversity groups, including female-headed households and households including people with specific needs, with particular attention to those with physical disabilities.

In pursuit of this objective, the 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** as an impact of visible and tangible area-based 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 vulnerable from both short and longer term perspectives.

The three main objectives of the Shelter sector strategy are:

Objective 1 - To deliver humanitarian assistance to ensure the protection of the most vulnerable households.

Shelter offers more than just physical protection; it also affects the psycho-social state and overall wellbeing of households. Of displaced Syrians, 31 percent (VASyR, 2019) reside in non-residential buildings and informal settlements, where often hazardous conditions¹⁰ can only be mitigated temporarily. Safeguarding the health, privacy, safety, security and dignity of these most

(7) The decrease in average shelter conditions amongst displaced Syrians is evident through the increase in percent of displaced Syrians living in informal settlements (accommodating 20 percent of displaced Syrian households in 2019, up from 19 percent in 2018, whilst rents in that shelter type have risen for the past two years); and the increasing proportion of all shelter types that are in dangerous condition (12 percent of households live now live in dangerous conditions, up from six percent in 2018) [VASyR, 2019].

(8) 2,600 hard structures in informal settlements in Aarsal were dismantled and another 400 in the North. Government attention on hard structures in informal settlements in Mount Lebanon have not as yet translated into dismantlement.

(9) The dismantlement response necessitated the deployment of contingency stocks which would typically be expected to cover the emergency response in winter 2019/2020. Resilience to near-term emergencies in the peak 2019-2020 emergency seasons is thus currently compromised, with urgent efforts underway to fill gaps in Q4 2019.

(10) In addition to poor physical shelter standards, displaced Syrians in informal settlements and in non-residential shelters are much more likely to live below the SMEB (73 percent and 62 percent, respectively [VASyR, 2019]) than those in residential shelters (49 percent). Further, a disproportionate share of households in informal settlements are female-headed (26 percent, compared to 18 percent and 16 percent in non-residential and residential shelters, respectively) (VASyR, 2019).

(6) From 38 percent in 2016 to 25 percent in 2018, and stands at 14 percent as at Q3 2019. Shelter funding has also fallen as a proportion of all LCRP funding (from 5 percent in 2016 to 2.9 percent in 2018 and 2.5 percent as at Q3 2019).

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.¹¹ 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.¹²

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. In parallel, shelter partners will be trained to safely identify and refer persons with specific needs to protection actors or other relevant service providers.

Objective 2 - To support sustainable living conditions through contributing to multi-sectoral approaches in disadvantaged areas.¹³

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

In 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 intercommunity 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.

(11) 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.

(12) Such assistance includes partitioning of internal spaces for enhanced privacy, and improvement of accessibility and circulation within and around shelters.

(13) 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.

There is an especially strong need 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 in ways that contribute to stabilization. Interventions that improve living conditions for all cohorts in a given area can also mitigate inter-community social tensions.

In 2020, the sector will continue efforts to include more stabilization-oriented interventions alongside relief-related ones. This will be continued through promoting and implementing shelter upgrading within multi-sectoral area-based frameworks that augment the stock of low-income housing in coordination with other sectors, mainly Protection, Water and Social Stability. Emerging technical guidelines on the Area-based Approach, formulated in 2019 with input from the aforementioned sectors, will clarify principles and best practice to support this work. In complement to this, the sector will collaborate more closely in 2020 with the WASH sector on analysis of data, profiling and engagement of local actors outside of informal settlements in urban areas.

In 2020, sector partners will continue with multi-sector assessments of vulnerable areas (e.g. neighbourhoods, adjacent areas of Palestinian camps, villages) that serve as a basis for spatially coordinating interventions that include shelter upgrading.

Through desk and field research into the achievements and experiences of shelter partners under the LCRP, the sector will explore the potential for a residential upgrading activity that would improve shelters to physical standards higher than the minimum standard currently within reach of Shelter sector partners and detailed in sector technical guidelines. Such a higher-level upgrading standard, which may be termed a 'mainstream standard' as the result is likely to resemble that found in the typical lower range of the formal local housing market, has yet to be defined operationally. The goal would be to contribute to delivery of shelter units and residential areas, working with and through national systems, that are part of an increasingly sustainable national housing stock, supporting the stabilization aims of the LCRP.

Objective 3 - To strengthen the ability of national institutions and organizations to contribute to improving the shelter and housing situation in Lebanon.

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. In light of the above, and as the response enters the final year of the 2017-2020 LCRP,

the Shelter sector will in 2020 build on its cumulative efforts to promote shelter assistance provision through national systems by coordinating and collaborating with Lebanese institutions and organizations on conducting assessments and undertaking interventions.

International NGOs and UN agencies are encouraged to strengthen the participation of national organizations by building their capacity to take an active part in projects. The capacities of both local and international NGOs, national organizations and institutions, can be strengthened through their joint participation in shelter activities and the sharing of experiences. Building on the dedicated week-long training of local NGOs from around Lebanon on the Shelter response run by partners in late 2019, the sector aims for more national organizations to be actively engaged in the shelter response in 2020.

In collaboration with national organizations and institutions, the sector promotes knowledge generation through national studies and reports relevant to shelter and housing. This body of knowledge will be consolidated, synthesized and added to in 2020 by partners in order to contribute to a better understanding of Lebanon's housing sector with regard to both near-term shelter needs and longer term housing market supply-demand mismatches. A robust evidence base is foreseen as necessary to inform approaches to national housing policy discussions by the Government of Lebanon and development-orientated actors.

The sector will compile and maintain a list of entities with an existing or potential interest in or mandate for housing from humanitarian and development perspectives. This list will be used for active dissemination of new emerging knowledge products on the theme, recognizing the continuum of housing challenges for displaced Syrians outside informal settlements and poor Lebanese. It will include Government, the private sector, the academic sector, relevant UN agencies, NGOs and donors.

Two broad areas for ongoing discussion remain relevant:

Continue developing a housing evidence base

Descriptive data and statistics on the housing market¹⁴ 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. Adding to four studies published in 2019, the sector will increasingly seek resources for responding to identified research questions compiled and maintained by the sector.

Map national housing-related institutions

The Lebanese housing sector is currently influenced directly or indirectly by a range of Government and private entities, with roles that vary across different parts of the country. A mapping by Shelter partners of institutional actors in terms of their respective mandates

commenced in 2019 and will report in 2020 to offer a common starting point for:

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

Whilst beyond the sphere of control of the Shelter sector or LCRP, these measures aim to support the eventual development of inter-scalar policy implementation frameworks for housing that meets local needs, including to support the protection and access to basic services of all vulnerable populations.

LCRP sector outcomes, outputs and indicators

Outcomes and outputs

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

Links to:

LCRP Strategic Objective 1 'Ensure protection of vulnerable populations

LCRP Strategic Objective 2: 'Provide immediate assistance to vulnerable populations'

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.

Output 1.1 - Temporary shelters (informal settlements and non-residential buildings) and residential shelters (for protection/referral cases) hosting vulnerable displaced populations are maintained at liveable and safe conditions

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

(14) e.g. residential property market data, rental market metrics, built stock volume and pipeline, and other aspects of supply and demand

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.

- Links to LCRP Strategic Objective 4: 'Reinforce Lebanon's economic, social and environmental stability' under both Impact 4 'Mitigated deterioration in the economic condition of vulnerable populations' and Impact 5 'Social Stability is strengthened in Lebanon'

The outcome shall be achieved by improving access to adequate shelters of minimum standard and affordable to vulnerable populations through targeting geographic areas of multisectoral vulnerability as well as through multi-sectoral assessments/profiling 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 residential shelters at minimum standards, affordable for vulnerable populations, is increased as part of a multi-sectoral upgrading approach.

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 are promoted for coordinated, multi-sectoral (including shelter) upgrading through production of multi-sectoral assessments/profiles

This will be achieved through

- 1) multi-sectoral assessments/profiles of areas hosting vulnerable populations.

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

- Links to LCRP Strategic Objective 3: 'Support service provision through national systems'

In 2020, progress already made on this 'transition' outcome will be built upon, aimed at continuing to diversify the sector's focus on short-term humanitarian activities towards building the capacity of national systems to provide adequate housing for vulnerable populations on a sustainable basis.

The outcome is measured by the number of national organizations, academic entities, local authorities and

Lebanese NGOs that contribute to the Shelter response. It will also be measured by the contribution of Shelter partners conducting research on the housing sector in Lebanon.

For the outcome to achieve its intended impact, it is assumed that national institutions and organizations 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.

Output 3.1 - National organizations and institutions are capacitated to contribute to the shelter and housing situation in Lebanon.

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) engaging the private sector, national state entities, academic and local organizations in expertise and research-sharing on the housing sector at national and field levels.

Risks

The ability to achieve the objectives above is likely to be reduced in the following scenarios:

- Further shrinkage in funding availability to the sector, which would further limit the ability of partners to assist households with shelter vulnerabilities, affecting particularly those outside informal settlements and reinforcing the established trend of increased proportions of displaced Syrians moving into informal settlement as the least sustainable and adequate shelter type.
- Difficulty in demonstrating to donors and sectors the added value of working at an area-based level in a multi-sectoral coordinated manner, which may compromise the ability of partners to secure funding.
- Further shocks stemming from the regulatory environment which may generate pressure on emergency contingency stocks, with implications for the ability to meet immediate needs.

Identification of sector needs and targets at the individual/HH, institutional and geographical level

In 2019, the Shelter sector is targeting 666,352 individuals,¹⁵ including Lebanese, Syrians and Palestinians. The total count of individuals targeted has fallen marginally by

(15) This excludes the 60,000 individuals that are budgeted for assistance in the case of security-related evictions as a contingency plan.

four percent, down from 694,480 individuals targeted in 2019. The reduction is mainly due to the four percentage point decrease over 2018-2019 in the proportion of displaced Syrians living in non-residential shelters, from 15 percent to 11 percent (VASyR, 2019).

The Shelter sector will continue targeting people with specific needs (PwSN), particularly those with physical disabilities impacting on mobility which often includes elderly, and those with specific vulnerabilities, particularly female-headed households, with tailored shelter assistance. To track progress against this aim, Shelter sector partners will provide, where possible, disaggregated data on beneficiaries.¹⁶

Baseline figure

The shelter needs of Syrians registered with UNHCR are identified through the Vulnerability Assessment of Syrian Refugees 2019 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 particularly unfavourable for residential uses.¹⁷
- b) Shelters that are inadequate based on an overcrowdedness criteria only. Living in overcrowded shelters is particularly common as a cost-reduction coping mechanism to reduce rental outlay but the response¹⁸ is beyond the sector's scope of intervention.
- c) Residential and non-residential buildings assessed to be in dangerous condition, which generally implies a risk of collapse of architectural or structural elements. To be returned to habitable standards, these buildings require extensive technical evaluation and substantial investments exceeding the financial capacities of the Shelter sector. Whilst works are therefore not undertaken, partners do notify residents that their shelters have been assessed as 'dangerous' and the sector advocates for the relocation of households with local authorities and landlords.

Target Figures by Nationality

Targets by shelter type at country level are as follows:

Target figures for vulnerable Lebanese

There are 336,000 vulnerable Lebanese under the extreme poverty line.¹⁹ The shelter situation of the most vulnerable remains poorly understood. However, the sector will target the shelter needs of the extremely poor, guided by the assumption that the proportion of this group living in substandard conditions in residential buildings is similar to that of displaced Syrians. It is

(16) Activities reported on ActivityInfo are set up to be disaggregated by nationality cohort, gender [female-headed household] and PWSN.

(17) Areas in proximity to physical danger, that are remote from services, or that are otherwise inconducive to being used for dwelling.

(18) Overcrowding does not necessarily require a response involving building upgrading but is likely to require financial assistance (e.g. unconditional cash grants).

assumed then that 22.9 percent²⁰ of the extremely poor Lebanese are living in substandard shelter conditions, accommodated in residential buildings.

- 77,280 individuals living in substandard physical conditions in residential buildings (2017: 77,298 individuals, 2018: 74,166; 2019: 77,280).

Target figures for displaced Syrians

- 240,000 individuals¹⁹ (16 percent of all displaced Syrians) with shelter needs living in informal settlements (2019: 246,000 individuals; 2018: 208,800 individuals).
- 237,374 individuals²⁰ (15.8 percent of displaced Syrians) living in substandard physical conditions in residential buildings (2019: 225,300 individuals; 2018: 182,998 individuals).
- 53,198 individuals²¹ (six percent of displaced Syrians) living in substandard conditions in non-residential buildings (2019: 87,400 individuals; 2018: 67,680 individuals).
- 22,500 individuals assisted with Cash for Rent (1.5 percent of displaced Syrians). (2019: 22,500).
- 60,000 individuals (four percent of displaced Syrians) indicating that they are threatened by security-related evictions (2019: 60,000 individuals).

Overall, there are 553,072 displaced Syrians targeted with shelter assistance (2019: 581,200).

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

As for 2019, for parity, an equal number of Palestinian refugees in Lebanon and Palestinian refugees from Syria are targeted for shelter assistance.²²

18,000 of the most vulnerable Palestinian refugees from Syria in substandard shelter conditions (65 percent of the 27,700²³ Palestinian refugees from Syria giving the same absolute target as 2019 of 18,000).

18,000 of the most vulnerable Palestinian refugees in Lebanon living in substandard shelter conditions (10 percent of the 180,000 Palestinian refugees in Lebanon as for 2019).

Geographical

In all governorates and districts, the sector primarily

(19) 80 percent of the 300,000 displaced Syrians in informal settlements are assumed to require shelter assistance based on unified assessments undertaken by Shelter partners. VASyR 2019 indicates that 42.4 percent of displaced Syrians in informal settlements require shelter assistance. However, the 80 percent figure is used as in 2019 because it is derived from assessments comprehensive across informal settlements unlike the sample-based VASyR, and because the response in informal settlements needs to factor in the high seasonality of shelter vulnerability and contingencies for emergency events that particularly affect this shelter type (especially climate and fire events).

(20) 22.9 percent of the 1,035,000 displaced Syrians in residential shelters are assumed to be living below physical humanitarian standards. (VASyR, 2019)

(21) 42.7 percent deemed to be below physical humanitarian standards of the 165,000 displaced Syrians in non-residential structures (VASyR, 2019)

(22) However, the percent of each cohort targeted (65 percent of Palestinian refugees from Syria, 10 percent of Palestinian refugees in Lebanon) is not a direct reflection of assumed shelter need, noting the absence of representative data similar to that available for displaced Syrians. The figures instead are a replication of those agreed with UNRWA in 2019, and it is assumed that funding assistance specific to Palestinians will augment the overall population target reached in practice.

(23) The total count of Palestinian refugees from Syria for LCRP planning purposes dropped marginally from 28,800 to 27,700 from 2019 to 2020, based on UNRWA source.

targets the shelter needs of displaced populations and, to the extent possible, those of host communities most affected by the Syria crisis.

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.³⁵

Displaced Syrians

Updated and detailed information allows the identification and location of displaced Syrians in need.²⁴

Governorates of Akkar, Baalbek-Hermel and Bekaa:

46 percent²⁵ of all displaced Syrians (684,985 people) reside in these governorates bordering the Syrian territories.²⁶ The Shelter sector will target in the three governorates 312,383 displaced Syrians, split between temporary assistance to 211,652 individuals in informal settlements (2019: 218,800) and 25,347 individuals in non-residential buildings. Upgrading, rehabilitation and conditional cash for rent will support the shelter needs of 75,383 displaced Syrians.

Governorates of North, South and Nabatiye:

25 percent²⁷ (383,236 people) of all displaced Syrians reside in these three governorates.²⁸ The Shelter sector will target 101,371 displaced Syrians. The target is to cover the acute humanitarian needs of 37,525 displaced Syrians, split between emergency assistance for 22,483 individuals in informal settlements and 15,042 individuals in non-residential buildings. Upgrading, rehabilitation and conditional cash for rent will support the shelter needs of 63,847 displaced Syrians.

Governorates of Beirut and Mount Lebanon:

29 percent²⁹ (439,995 people) of all displaced Syrians reside in Mount Lebanon and Beirut.³⁰ In 2019, the Shelter sector aims to assist around 139,318 displaced Syrians. The target includes covering the acute shelter needs of 18,674 displaced Syrians living in informal settlements and substandard non-residential buildings. Upgrading, rehabilitation, and conditional cash for rent will support the shelter needs of 120,644 displaced Syrians.

Palestinian refugees in Lebanon and Palestinian refugees from Syria

Assistance to Palestinian refugees from Syria and Lebanon will focus on Palestinian camps and particularly on their adjacent areas in light of UNRWA's ongoing work, including on shelter, inside the camps. The population is located mainly in the South (48 percent of all Palestinian refugees), with secondary concentration in Mount Lebanon (18 percent), Akkar (13 percent) and the North (10 percent).

Total sector needs and targets 2020

Population Cohort	Total Population in Need	Targeted Population	No. of Female	No. of Male	No. of Children (0-17)	No. of Adolescent (10-17)	No. of Youth (18-24)
Lebanese	336,000	77,280					
Displaced Syrians	817,500	553,072					
Palestine Refugees from Syria	27,700	18,000					
Palestine Refugees in Lebanon	180,000	18,000					
GRAND TOTAL	1,361,200	666,352					

(24) RAIS or figures for persons registered as refugees by UNHCR extrapolated onto the results of VASyR 2019.

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

(26) Here, 40 percent (264,565 individuals) live in informal settlements spread in rural areas, 12 percent (78,775 individuals) live in non-residential buildings and 48 percent (319,953 individuals) of displaced Syrians reside in apartments in semi-urban and urban areas.

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

(28) Here, seven percent (28,103 individuals) live in informal settlements, 12 percent (47,456 individuals) live in non-residential buildings and the majority of 80 percent (319,953 individuals) live in residential buildings.

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

(30) With few informal settlements accommodated only a small number of displaced Syrians (7,332 persons amounting to under two percent of all displaced Syrians) in Beirut/ Mount Lebanon, limited attention has been afforded to vulnerable populations living in less visible but nonetheless precarious shelter conditions. Currently 407,460 individuals reside in residential buildings and 38,679 individuals in nonresidential structures.

Mainstreaming of accountability to affected populations, protection, conflict sensitivity, age and gender, youth, persons with specific needs and environment

Protection (including PWSN and Referrals)

In 2020, 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. In order to operationalize these principles the shelter sector will complete a protection risk analysis, started in 2019, to better develop ways to identify and mitigate protection risk within its interventions.

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, gender and diversity in 2020.

In support of inclusive programming approaches, the sector will continue to ensure that data collected and reported against is disaggregated by aspects of gender, age and other special needs in 2020. This will support the sector, within its capacity, to provide inclusive services, and to better understand the impact of programming on the cohorts it targets. Activities will be regularly monitored and evaluated to ensure impact on different groups in accordance with sector standards and to ensure they contribute to achieving overall sector objectives.

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

As outlined in the strategy, the shelter sector will take concrete steps to improve the safe identification and referral of vulnerable individuals to needed services. In 2020, sector members will review and adopt the inter-agency minimum standard on referrals, training will be offered to sector staff in this respect, and the sector will support shelter partners in responding to the request that they report on referrals conducted through the inter-agency reporting system, in order to enhance accountability for referrals. Close coordination and capacity support from Protection and its sub-sectors will be drawn on.

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.

The sector will take steps to strengthen complaint and feedback mechanisms for affected populations which has been identified as an inter-sector priority area. In this respect, the sector will promote the review and adoption of the inter-agency minimum standards on complaint and feedback.³¹ Reporting mechanisms will be enhanced for households/ individuals at risk of exploitation and/or abuse to be able to report complaints and grievances.

Close work will be done with the protection sector and PSEA focal points to ensure there are robust reporting mechanisms in place which are inclusive and accessible to all.

Gender

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.³⁶ 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.

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 and often in female-headed households - labour assistance for the implementation of shelter interventions to ensure effectiveness of provided assistance.

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

(31) Engagement will be undertaken with the protection sector and PSEA focal points to help ensure there are robust reporting mechanisms in place which are inclusive and accessible to all.

are addressed taking into account their regional and local context, regardless of nationality. 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.

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, within the boundaries of the sector strategy, the facilitation of proper wastewater and solid waste management systems to minimize negative effects on the water supply and land in line with endorsed sector guidelines. This will be through site improvements and maintenance as well as awareness-raising initiatives. The sector will advocate for and raise awareness of the need 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

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.³² 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 Defense (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.

(32) The Government decision to enforce the dismantlement of illegal hard structures in informal settlements in Spring 2019 prompted the partial or complete removal of masonry walls between makeshift structures positioned back-to-back, mainly in Aarsal. Sector partners worked with fire consultants and Government counterparts to design, pilot and install a new fire break solution acceptable to Government for these back-to-back shelters which are at particularly high fire risk.

Indicator 3	Description	Means of Verification	Unit	Frequency
Percentage of 251 most vulnerable localities (cadastral level) containing a multi-sectorally assessed or profiled area.	Localities in Lebanon listed amongst the 251 most vulnerable, with a high percentage of vulnerable populations, contain areas that are profiled in a multi-sectoral manner; or their shelter and other needs are assessed in such a manner that the main results are compatible between the assessments and profiles. = [(total number of cadastres containing assessed areas) / [total number of cadastres with a high percentage of vulnerable households in Lebanon in accordance with the 251 list)]*100	Activity Info-Responsibility of the Shelter Sector	cadastre	Quarterly

Institutions/Areas

Baseline	Result 2018	Result 2019	Target 2020
2%	6%	2%	36%

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 participating in the Shelter sector]	Shelter Sector membership	Number of institutions and organisations	Quarterly

Institutions/Areas

Baseline	Result 2018	Result 2019	Target 2020
			80%

Indicator 2	Description	Means of Verification	Unit	Frequency
Number of Lebanese institutions and organisations with improved ability to contribute to housing policy discussions through exposure to new housing-related evidence.	Lebanese institutions and organisations include national state entities as well as local and national NGOs. A list of Lebanese entities with an existing or potential housing-related mandate will be compiled, maintained and actively targetted for remote dissemination of shelter/housing programming and policy-relevant reports and studies. = # of Lebanese institutions and organisations identified and actively in receipt of new housing-related evidence	Membership of housing engagement platform	Number of institutions and organisations	Quarterly

Institutions/Areas

Baseline	Result 2018	Result 2019	Target 2020



Young children in an informal settlement.
Photo Credit: UNDP, Rana Sweidan, 12/01/2019.