



**Inter-Agency
Coordination**
Lebanon



INTER-AGENCY SHELTER SECTOR COORDINATION WORKING GROUP

Guidelines for the Rehabilitation of Sub-Standard Buildings (SSB)

***In exchange for a minimum of 12 months secure tenure in
combination with a rent-free or rent-reduction hosting period***

**This document was developed by
a Temporary Technical Committee
chaired by the Norwegian Refugee Council (NRC) with
contributions from
ACTED, CHF, CISP, Concern, DRC, Handicap, ICRC, PU-AMI, SCI,
SI, Swiss Solidarity, UN-Habitat, and UNHCR**

**Approved by the Shelter Core Working Group on
03 May 2016**

Table of contents

| | | |
|----|--|----|
| 1 | Introduction | 3 |
| 2 | Scope of these guidelines | 4 |
| 3 | Terminology | 5 |
| 4 | Principles..... | 7 |
| 5 | Objectives | 9 |
| 6 | Implementation modalities | 9 |
| 7 | Standards for location selection | 10 |
| 8 | Standards for building selection | 11 |
| 9 | Standards for rehabilitation | 12 |
| 10 | Identification of beneficiaries..... | 15 |
| 11 | Occupancy agreements | 15 |
| 12 | Agreed minimum indicators for programme performance..... | 16 |
| 13 | Taxes and fees associated with housing rehabilitation in exchange for hosting..... | 20 |
| 14 | Building permissions associated with housing rehabilitation..... | 20 |
| 15 | Utilities and municipal connections | 20 |
| 16 | Monitoring and Evaluation..... | 20 |
| 17 | Reporting to Activity Info | 21 |
| | Annex 1: Summary of technical changes to the NRC rent-free rehabilitation approach | 22 |
| | Annex 2: overview of agency approaches..... | 26 |

1 Introduction

As the Syrian Crisis continues, conditions are deteriorating for many of the most vulnerable affected households. As demonstrated by the latest UNHCR Shelter Survey, March 2015, there has been a substantial and continuing increase in the number of Syrian Refugees living in physically sub-standard conditions¹, resulting in considerable increases in health, protection and economic vulnerabilities amongst the affected populations. This has been strained by Government of Lebanon (GoL) communications in January 2015 requiring refugees to pledge not to work as a condition of renewing their residency documentation and new regulations that require refugee households to submit a housing pledge, signed by the owner, stating that they have accommodation. Given these hardships, **occupancy free of charge or rent reduction, for a defined period, along with tenure security is one of the key forms of assistance agencies can provide to vulnerable refugee households.**

Rehabilitation addresses multiple household-level needs faced by displaced and vulnerable households living in sub-standard buildings. It involves the provision of conditional payments to support permanent Shelter and household-level WASH improvements in exchange for occupancy-free-of charge (OFC) or reduced rent and increased security of tenure. The intervention addresses the physical aspects of poor living-conditions whilst increasing the household's security of tenure and reducing their rent-burden thus reducing their economic vulnerability. The intervention also contributes towards an increase in the affordable housing stock in Lebanon, the local economy and social cohesion through the clear investment in the host community.

The rehabilitation of sub-standard buildings to provide increased adequate shelter capacity for displaced and vulnerable people has been on-going in Lebanon since 2007. It represents a significant component of both the inter-agency Shelter Sector Strategy and the Lebanon Crisis Response Plan.

The creativity and adaptability of agencies working in different social and economic contexts in Lebanon is a sectoral strength, however the harmonisation of principles and minimum shelter standards is required to ensure a quality service to beneficiaries. These guidelines form the main reference document for agencies intending to implement Rehabilitation of Sub-Standard Buildings in accordance with the inter-agency Shelter Sector Strategy.

1.1 Introduction to this revision

This document is a revision of the original guidelines developed by UNHCR in 2012 and 2013 and the last edition, which was published in May 2014 and led by a committee chaired by NRC. The revision of this guideline was initiated following the request of the associated Temporary Technical Committee (TTC) on 23rd February 2015. After being reviewed by the TTC members, the document was shared with the WASH Working Group lead, as well as the Protection Working Group lead for input from their respective Core Working Groups.

¹ *Shelter Survey Presentation* (UNHCR, April 2015)

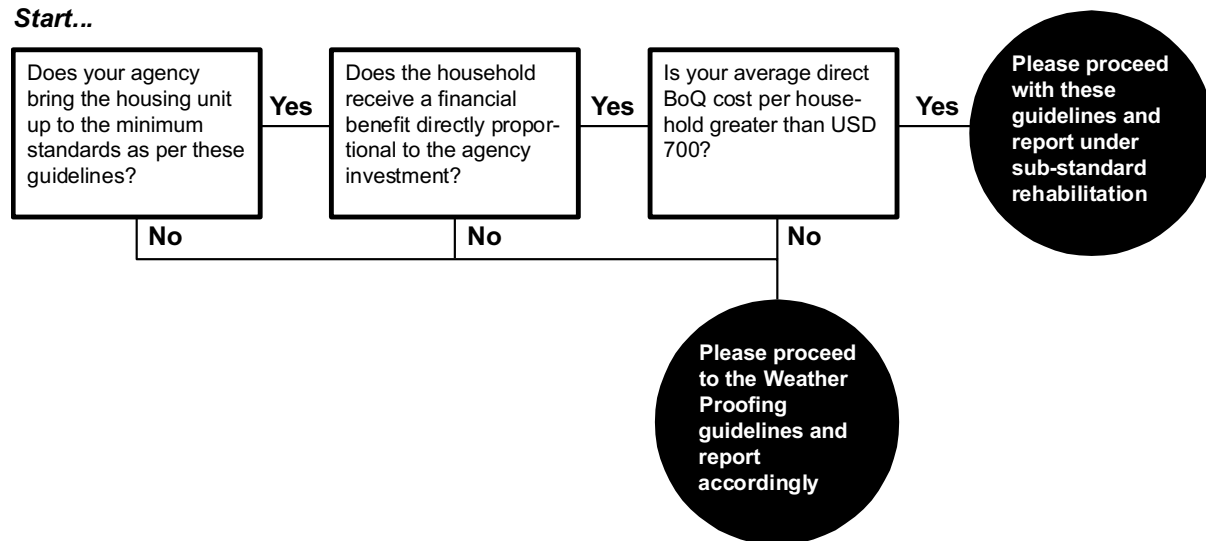
The sub-standard building rehabilitation complements other main shelter approaches in Lebanon:

- Cash for Shelter supports vulnerable households in buildings meeting minimum standards, for example a finished house/apartment or a property rehabilitated by another agency.
- Weather proofing and WASH upgrades are a cheaper, emergency intervention that only temporarily improve living conditions in sub-standard buildings, albeit without rent-free/reduction periods

2 Scope of these guidelines

Figure: Does your agency undertake rehabilitation of sub-standard buildings or weather-proofing?

Start...



This guideline outlines the agreed inter-agency approach for the rehabilitation of sub-standard buildings in exchange for rent-free or rent-reduction periods. It concerns the following interventions: included within the Lebanon Crisis Response Plan (LCRP):

- 1.1.2 – “Rehabilitation of unoccupied unfinished or abandoned houses”
- 1.2.5 – “Rehabilitation of occupied substandard buildings unfinished houses, garages worksites etc.”

This guideline specifically refers to the rehabilitation of appropriate Sub-Standard Buildings, as per the inter-agency agreed definition. It concerns privately owned properties where up to five households share kitchen and/or bathroom facilities. The approach described herein can be applied to occupied and un-occupied buildings.

Please note that this document does not concern weather-proofing activities. Weather proofing activities, as currently outlined in the strategy, do not provide a rent-free or significant reduced rent period of occupancy. This guideline does not concern:

- 1.2.1 – Weather-proofing of substandard buildings

- 1.2.2 – Weather-proofing and emergency water & sanitation upgrades (i.e. water storage, toilet, etc.) of substandard buildings

The inter-agency guidance for weather-proofing activities is provided separately.

In addition, these guidelines do not apply to properties where six or more households share kitchen and/or bathroom facilities. This level of occupancy necessitates Collective Centre management, and is thus beyond the scope of this document.

3 Terminology

Note: definitions are taken from the Shelter Working Group 2015 Shelter Strategy and are denoted with a footnote. Others have been drafted for the purpose of these guidelines.

3.1 Sub-standard building²

“A structure that is physically sub-standard. Sub-Standard Building is a general category that includes: unfinished houses, dilapidated / damaged houses, converted garages/shops work sites, etc.

Sub-Standard Buildings include built structures originally intended for human habitation or built structures not originally intended for human habitation but are currently occupied. The term “physically sub-standard” denotes one or a combination of any of the following:

- A lack of adequate privacy and dignity
- A lack of protection from the climatic exposure
- A lack of adequate access to safe water, sanitation and/or unhygienic conditions
- Inadequate connection to municipal infrastructure and services (e.g. electricity, water supply, waste-water collection, solid waste collection)
- Expose the occupants to avoidable health and safety risks
- Lack basic amenities like lighting and safe electrical points”

3.2 Housing unit³

“A housing unit is defined as a self-contained sleeping and living area with full separation from the adjacent unit. A single housing unit may contain separated kitchen and/or bathroom facilities or may share facilities with other nearby housing units.

A single housing unit may contain 1 or more households; equally a large household may be given one or more housing units.” I.e. a Housing Unit is not necessarily equal to a Household.

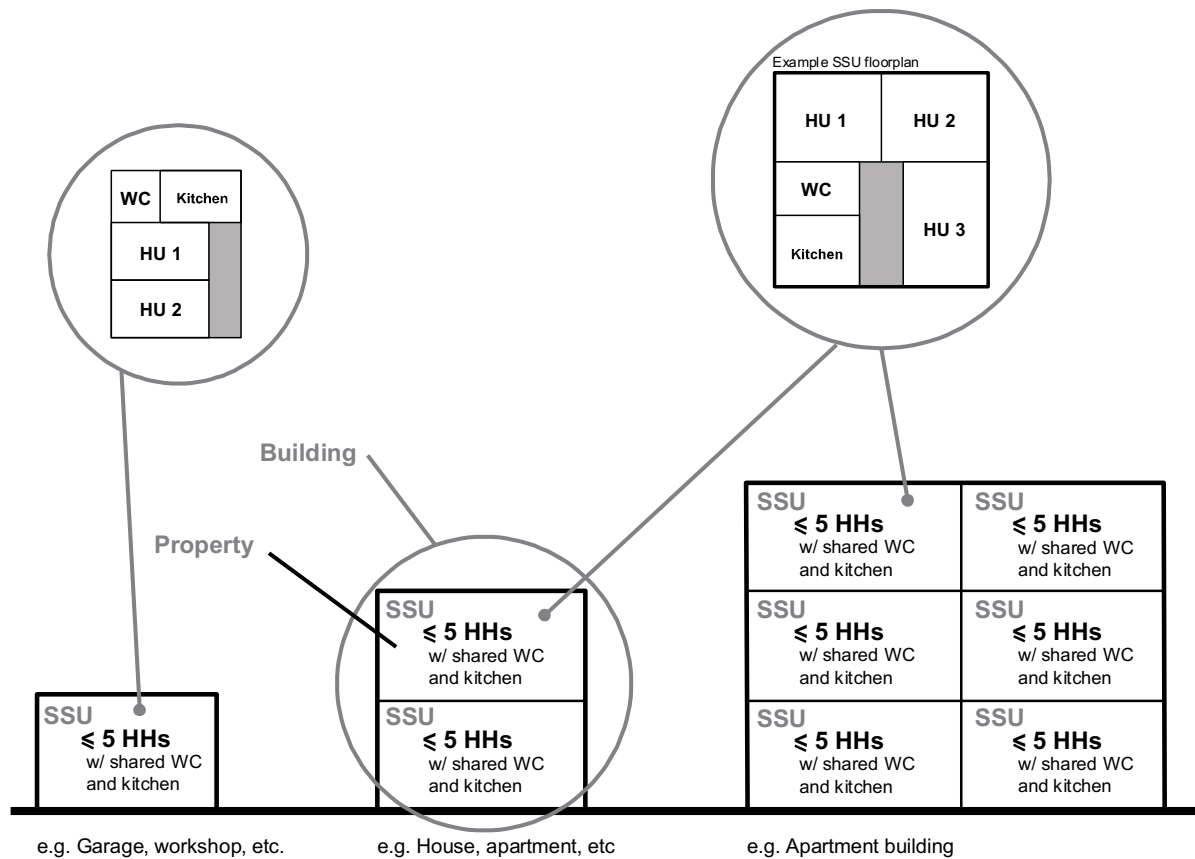
² Definition from the Shelter Working Group 2015 Shelter Strategy (version March 2015)

³ Definition from the Shelter Working Group 2015 Shelter Strategy (version March 2015)

3.3 Property

For the sake of this document, the term “property” concerns ownership of a physical asset. A property may comprise multiple separate buildings (e.g. in a rural setting) or there may be multiple properties within a single building (e.g. apartments within urban settings). A property may contain one or more housing units.

Figure: Examples of SSUs within buildings or properties.



The above figure illustrate how single buildings or properties may comprise of multiple SSUs, and that the key criteria for a SSU is that it is a property which accommodates 5 or less households with shared kitchen and WC facilities, or in the case of smaller SSUs, such as garages, one housing unit may have its own kitchen and WC.

3.4 Unit costs

It is recognized that some agencies define their Scope of Works and Bills of Quantities (BoQs) based on housing unit, household, property or building, therefore giving very different costs. For the sake of this guidance document, **unit costs are defined as cost per household.**

3.5 Occupied versus un-occupied units

These guidelines apply to both occupied and un-occupied units. Occupied is when a household occupied the building before the start of the rehabilitation work, whereas unoccupied applies to when

a household moved into the un-occupied unit during the rehabilitation or once the rehabilitation was complete.

3.6 Weather proofing of Sub-Standard buildings⁴

This is a separate activity outside of the realm of this guideline. The Shelter Sector Strategy defines this as: “Provision of emergency weather-proofing (e.g. sealing off kits, insulation kits) assistance for households living in sub-standard buildings. This activity can be implemented through in-kind kits, vouchers, cash, or contractors. Assistance may also include labour support during installation, if required. Recommended standardized assistance packages include a combination of plastic sheeting, rolls of compressed foam, different sizes of timber sections, plywood and ironmonger and tools to allow weather-proofing of external openings and installation of light partitions. This activity doesn’t include rental reduction or occupancy-free-of-charge.”

3.7 Weather-proofing and WASH upgrades In Substandard Buildings⁵

This is a separate activity outside of the realm of this guideline. The Shelter Sector Strategy defines this as: “Provision of emergency weather-proofing (e.g. sealing off, insulation kits) assistance in addition to emergency water and sanitation upgrades (i.e. water storage, toilet, etc.). This activity can be implemented through in-kind distribution, vouchers, cash, or contractors. Assistance may also include labour support during installation, if required. Recommended standardized assistance packages include a combination of plastic sheeting, rolls of compressed foam foiled, timber pieces, plywood and iron mongery and tools to allow weather-proofing of external openings, installation of light partitions, and improvements to household-level access to water and sanitation conditions. This activity doesn’t include rental reduction or occupancy-free-of-charge period”

4 Principles

- Rehabilitation should be conducted in exchange for a period of free rent or reduced rent that is at least equivalent in value to the rehabilitation works. This is in order to give the beneficiary household a benefit equal to or greater than the cost of the works, and other associated payments made by the implementing agency to the building owner.
- While 12-months occupancy free of charge or rent reduction, as a minimum, is the standard, it is acknowledged that this can be difficult to achieve for agencies working in areas with higher than average rental prices, such as Greater Beirut, and with the same average cost per household or housing unit. In other words, tenure security should be provided for 12 months with the household benefiting from the value of the agency works, albeit over a shorter period. In these cases,

⁴ Definition from the Shelter Working Group 2015 Shelter Strategy (version March 2015)

⁵ Definition from the Shelter Working Group 2015 Shelter Strategy (version March 2015)

the approach should be clearly presented to the donor at the project beginning, interim reviews, and final reports.

- The rent-free or rent-reduction period should begin once the rehabilitation has been completed. For example, beneficiaries in occupied units should benefit from the hosting period once the work has been completed and the housing unit brought up to minimum standards.
- Rehabilitation should address both shelter and household-level water and sanitation needs, as identified by technical assessment.
- Agencies must check the building is structurally sound before undertaking rehabilitation work.
- Rehabilitation involves a “permanent” change to the owner’s asset; therefore it can only be implemented with written approval.
- For accountability, project documentation will be kept by the agency in charge of the rehabilitation for record and future project audits. This includes, technical assessments, BoQs, contracts, proof of ownership, etc.
- Where possible⁶, the geo-localisation and basic description of the SSB will be shared with partners in charge of the mapping exercise, allowing for better coordination and information sharing.
- Rehabilitated SSB are provided to socio-economically vulnerable families, either with or without refugee registration status. The targeted socio-economically vulnerable families will be selected by priority from RAIS. Agencies not using RAIS will have to demonstrate that their criteria are in keeping with the inter-agency household form
- Rehabilitation should provide at least 12 months of secure tenure for beneficiary households by providing a written occupancy agreement(s) with all parties – agency, owner, and beneficiary household(s). Depending on the structure of the agency contracts and agreements, agencies will need to establish, through the advice of a lawyer, which parties will be signatories, and which will be witnesses.
- Agencies implementing rehabilitation are required to conduct minimum monitoring visits during the rent-free or rent-reduction period, as defined in subsequent sections, in order to ensure that the physical works are completed as agreed and that the property owner adheres to the agreed minimum period of tenure and period of reduced/free rent.
- Agencies should negotiate for utilities to be included, or ensure the occupancy agreements capture the amount and frequency to be paid. In both instances, regular monitoring is required on behalf of the agency to ensure the agreement is being respected.

⁶ In some areas of the South, authorities do not permit agencies to use GPS enabled devices for data collection.

- Agencies will collect geographic data for their interventions to facilitate reporting and gap analysis. This will include using P-codes for reporting at the village level, but also GPS coordinates for the specific property location. It is acknowledged that GPS data collection is not possible in all areas of Lebanon, for example in the South and in Aarsal, Bekaa, therefore agencies will provide it where available.

5 Objectives

Rehabilitation works should address the following:

- Improved protection against the elements (e.g. cold, extreme heat, and wet weather).
- Improved privacy and security of beneficiaries.
- Improved hygiene and access to water and sanitation facilities, with reduced water usage.
- Basic health and safety hazards must be removed
- Improved basic electric amenities such as lighting and power points
- Addressing the differing needs of families (e.g. size, culture) and people, for example those with disabilities (PwD).
- Avoiding creating conflict by ensuring, to the degree possible, that the buildings' status is not disputed.
- Addressing the most inadequate living conditions (for already occupied buildings).
- Security of tenure for refugee households, through written agreements, for at least 12-months.

6 Implementation modalities

While the output associated with these guidelines is rehabilitation, modalities for achieving the output can vary between agencies. Regardless of the modality, written permission from the owner must be obtained prior to commencement of the works. There are a variety of implementation modalities undertaken by agencies undertaking rehabilitation in Lebanon, including:

- **Owner-led:** the agency enters into a contractual agreement with the owner to undertake the works on the property. Payments are made in a phased manner based on progress against the agreed contract and Bill of Quantities (BoQ). *Agencies⁷ implementing through this modality, include: Concern, CISP, DRC, SCI and NRC.*
- **Beneficiary-led:** the agency enters into a contractual agreement with the beneficiary to undertake the works on the property. Payments are made in a phased manner based on

⁷ This list is not exhaustive and can be updated accordingly.

progress against the agreed contract and Bill of Quantities (BoQ). *Agencies implementing through this modality, include: PU-AMI.*

- **Contractor-led:** the agency enters into a contractual agreement with a contractor. Payment according to progress will be according to the contractual documents signed between the agency and contractor. *Agencies implementing through this modality, include: ACTED, Medair, and SI.*

All the above are reporting as SSB rehabilitation under Activity Info, and to donors.

7 Standards for location selection

7.1 General

Buildings should be chosen in locations which:

- Minimise potential social, physical and security risks to beneficiaries.
- Allow easy access by beneficiaries, and support monitoring by the implementing agency.
- Minimise environmental threats to residents and the host community.

Where buildings are currently unoccupied, consideration should be given to the following:

- Allow beneficiaries access to markets and potential sources of income.
- Allow beneficiaries access to key services.
- Offer reasonable access to utilities, especially electricity and water.

7.2 Security

- Safe from any immediate threat to security (i.e. chemical factories, border proximity, floods)
- Minimizes potential risks to building residents

7.3 Infrastructure

- Realistic possibility of connecting the building to existing infrastructure, if available, including water supply, sewage system and solid waste disposal
- Access to electricity is very important, while water and sewage solutions are relatively independent of existing infrastructure

7.4 Access to basic social services

- Transportation, education and health services must be available, but it is recognized that capacity may be overstretched
- General assessment of basic social service capacities and assistance schemes

7.5 Cultural Identity

- The right of building residents to adhere to their cultural, social, and religious traditions must be granted.

8 Standards for building selection

8.1 General aspect

Building selection should be consider the following aspects:

- The socio-economic vulnerability of the beneficiary households
- The feasibility of creating a genuinely adequate living space
- The legality of the existing building
- The impact of the rehabilitation on the host community

8.2 Ownership

Ownership claims should always be verified, as there is always the risk of fraud, specifically in contexts where cadastres are destroyed, incomplete or non-existent. In order to minimise the risk of legal issues due to carrying out works in buildings, agencies will:

- Verify that building owners have ownership documents, whenever possible.
- In cases where this is not possible, and according to MoSA advice, obtain the signature of an authorised representative of the Municipality as a witness (recommended), party or co-signatory (possible but not advised due to legal implications) to the agency's contract or MoU with the building owner. This will provide a level of 'social' protection, and may provide legal protection against some types of case, if the ownership of the land or status of the building is disputed.
- Consider inserting a clause in their contracts or MoUs to the effect of the following: "The representative of the Municipality confirms that [agency] has done its due diligence and [the second party to the contract] is the legal owner of the building concerned."
- For further protection, agencies may choose to seek an affidavit from the Municipality or Mukhtar, should the village fall outside or between municipalities, certifying the ownership.

8.3 Condition of the building before rehabilitation

- Structure must be safe and must meet national construction standards
- Structure must be recognised as official construction by authorities;
- In case of illegal buildings, permission will be granted base on exceptional approval from authorities;

- Sealing off must be possible (proper roofing, windows and doors)
- Climatic conditions need to be addressed (natural ventilation in warmer climates; winterization in colder climates)
- Access to daily used facilities like electricity, water, heating facilities including adequate chimneys, cooking, waste water collection and refuse container
- Electrical wiring and fuses

8.4 Characteristics of the building

- Concept and design must allow proper separation/privacy of living units and communal areas, taking into consideration cultural, religious or traditional concerns regarding the appropriateness of spaces
- Enclosed spaces must have proper dimensions for their intended use
- Elements for decent living conditions must be in place (e.g. no units without windows)

9 Standards for rehabilitation

9.1 Shelter Space

- In higher altitudes, due to cold climate during winter period, The *Sphere* technical indicator of 4.5 m² per person excluding kitchen facilities, corridor, and bathrooms, will be respected.
- Larger households should be provided with two housing units, or a solution in keeping with the minimum area per person described above
- Separate and secured Rooms i.e. “Housing Unit“ for families of 4-6 persons for privacy reasons. For privacy, alternative to provide soft partition wall i.e. curtain will be provided to provide privacy for HH of more than three persons. Larger families will receive additional housing units

9.2 Roof

- Waterproof, where feasible within the budget
- Sealed with proper drainage, where feasible within the budget

9.3 Walls

- Dry walls
- Internal partitions must be provided to separate sleeping/living areas from bathrooms and kitchens

9.4 Floor

- Dry floors
- Improvements to uneven concrete surfaces should be considered for beneficiaries with limited mobility, or who require mobility aids

9.5 Windows

- Each room will have at least one opening window for better natural cross ventilation and potential exit
- Single glazed with minimum surface area of 1.5 m² per window
- Outside permanent Aluminium or PVC

9.6 Electricity

- Access to electricity (generator, municipality network)
- At least 1 lighting point and 1 socket outlet per housing unit
- 1 fuse box per housing unit

9.7 Heating

- In non-urban areas, constructive arrangement for 1 heating unit per housing unit (4" chimney per heating unit, steel pipe inside, outside cement outlet stove pipe)

9.8 Kitchen

- 1 water point
- Minimum 1 cooking flame per Household
- Work surface for food preparation, possibly integrated around kitchen sink

9.9 Water Supply

- 35 litres max of *domestic* water per person per day for all needs including 2-3 litres from total are dedicated for drinking.
- Hot water is optional
- Water storage capacity of 1000 litres minimum per SSU
- Water fittings should be specified to minimise water use
- Water saving or self-closing taps (spring or pressure type) shall be considered
- Water saving showers and toilets should be considered
- Water tanks should be equipped with float valves (in case of network supply) or float switches (in case of pumped supply) to prevent overflowing
- Leaks at building level will be found and fixed
- If possible the installation will allow filtrated grey water to be reused for toilet flushing

9.10 Sanitation

- Toilets: 1 per 15 persons with hand washing basin to be provided close to the toilet (preferable 5 m, maximum < 30m)
- Toilet/bathroom located at the same floor of the Housing Unit(s)

- Toilet/bathroom should be enclosed and private and separate from sleeping or food preparation area to avoid faecal-oral contamination.
- Toilet/bathroom with smooth concrete floor or tiled including adequate drainage
- In case of communal toilet, toilet will be gender-segregated.
- All excreta containment measures, except holding tanks, are at least 30 metres away from any groundwater source.
- Shower: 1 per 15 people
- Wastewater: Connection to outlet, such as septic tank or sewerage line. Cesspits no longer permitted by Ministry of Environment
- Wastewater disposal should be by connection to a septic tank, existing network, improved pit latrine or other recognised means. Note: formal approval is required from the relevant local authority when connecting to an existing network.
- As defined by the WASH Working Group, the maximum distance to the nearest water collection point = 25m from the front door (and no further than 5 minutes' walk). Water supply should be greater than 35 litres per person per day.
- Water storage tanks should accommodate for provision of at least 70 litres per person per day, taking into account regularity and volume of supply.
- As defined by the WASH Working Group, floor surfaces within latrines/bathrooms should have adequate drainage and be floored with smooth concrete or tiled in order to allow easy cleaning and improve hygiene.
- Sanitation facilities should be enclosed and private and separated from sleeping or food preparation areas to avoid faecal-oral contamination.
- Wastewater disposal should be by connection to a septic tank, existing network, improved pit latrine or other recognised means. Note: formal approval is required from the relevant local authority when connecting to an existing network.

9.11 Drainage

- The storm water drains has to be kept clear
- Toilet/bathroom with adequate drainage
- Wastewater disposal should be collected either in holding tank or septic tank or connected to existing sewage network

9.12 Solid Waste Disposal

- Access to a waste container < 50 meters from the dwelling.

9.13 Safety

- 1 x 5 to 8 kg fire extinguisher in kitchen
- 1 fire blanket per family room
- 1 broom to fight fire

9.14 Specific needs of PwD

- PwD who use a wheelchair or have limited mobility should be allocated shelters with obstacle-free access including smooth ramp, on the ground floor when possible, and with sufficient turning space in the toilet and kitchen.
- PwD with limited eyesight should have step edges in their shelters painted with a white strip for visibility, if appropriate
- Low level hand wash sinks should be considered for PwD with limited reach
- PwD may also be referred to a specialist agency for further support

10 Identification of beneficiaries

Beneficiaries for the rehabilitation activities are selected identified based upon socio-economic vulnerability and shelter vulnerability. The list of eligible households is updated through the UNHCR led Refugee Assistance Information System (RAIS) and available to agencies that are part of the RAIS-specific data sharing agreement signed with UNHCR. Agencies not using RAIS must demonstrate that their selection criteria and weighting is consistent with algorithms uploaded to RAIS. While shelter condition is a key determinant for support, equally important is the ability for the household to secure minimum standard accommodation. As such, agencies should use a combination of shelter conditions and household profile when selecting beneficiaries. All families meeting the criteria are eligible for assistance, regardless of their registration status with UNHCR and/or by the GoL.

11 Occupancy agreements

NRC has published its pilot-project results on lease agreements as well as a fact sheet on lease agreements from its "ICLA Factsheet Series for Fieldworkers". Please contact NRC Beirut for these documents.

Written agreements should be used to document, in a transparent manner, the duration of the agreement, the amount of rent and utilities to be paid, and the rights and obligations of both parties.

Tenure security is also linked to the larger context and relationship between refugees and host community in any given area. Fostering good relations between owner and tenant can result in greater security of tenure and complement any written or verbal agreement. These complementary activities can include obtaining community-level support (such as through municipalities or Mukhtars), supporting mediation of disputes, or encouraging regular dialogue between the two parties.

Some suggested minimum requirements for beneficiary-owner-agency agreements:

- Specify duration of the agreement and the rent to be paid, if any (as minimum requirements to be a legally binding agreement).

- Specify that if the beneficiary leaves, landlord and/or beneficiary must inform the agency and allow the agency to choose another beneficiary HH or accept a replacement tenant who meets the agency's vulnerability criteria.
- Specify the type, amount, and frequency of utilities to be paid.
- Beneficiary should not tamper with or remove the installations.
- Both parties should respect each other's privacy, maintain the property and surroundings clean and maintain a peaceful environment.
- Owner to maintain connections to water, electricity and sewage uninterrupted and charge only for the proportional use of these services.
- Clause on non-eviction, and the conditions required to make a lawful eviction.
- Where possible, to include a stipulation for the maximum rent to be charged after the hosting period.

12 Agreed minimum indicators for programme performance

The objectives of the common indicators are to:

- Facilitate reporting to donors with consistent and comparable data
- Facilitate learning across different agencies and approaches
- Facilitate advocacy for SSB rehabilitation programming through shared data sets
- Note: these minimum performance indicators are meant to complement, not supersede, the current LCRP shelter strategy output targets, which are reported through Activity Info and the Refugee Assistance Information System (RAIS)

In addition to the common indicators, the participants agreed to include in the TTC guidelines a minimum standard for number of visits conducted at the household level during the hosting period, whether rent-free or rent-reduction. These household level visits would have agencies following up to ensure the agreements signed by beneficiary and owner are being respected, and the terms of the hosting adhere to. These visits are to happen at least four times during the hosting period and to reinforce that household visits happen during the entire hosting period, not just during the project grant cycle.

Property-level indicators

Note: while agencies will commit to capturing the indicators below, it was recognized that data for certain indicators captured below will not be available during the grant period, but will be reported, for example, through subsequent grant proposals/reports.

The following are intended to capture property occupancy rates which can be reported on during the active period of the grant:

- % of housing units occupied by agency beneficiaries one month into hosting period
- % of housing units occupied by agency beneficiaries three months into hosting period

The following are intended to capture property occupancy rates, which will likely occur outside of the active period of the grant:

- % of housing units occupied by agency beneficiaries six months into hosting period
- % of housing units occupied by agency beneficiaries nine months into hosting period
- % of housing units occupied by agency beneficiaries in month 12 of the hosting period

A contribution to understanding value for money:

- % of hosting months used by beneficiaries out of total number of hosting months provided under grant

Contribution to affordable housing:

- % of housing units occupied by Syrian refugees or vulnerable Lebanese three months after hosting period has ended
- % of housing units occupied by Syrian refugees or vulnerable Lebanese one year after hosting period has ended

Family-level indicators

The following are intended to capture the impact/value for a given family during the hosting period:

- Average length of stay per family in each housing unit
- Median length of stay per family in each housing unit
 - Capture reason for leaving the hosting period (see list of reasons below)
- # of agreements signed between agency and property owner
- # of agreements signed between property owner and beneficiary family

The following are intended to capture the household situation after the hosting period:

- Family living situation 3 months after the hosting period has expired
- Family living situation 12 months after the hosting period has expired

12.1 Details for calculating the property- and household-level indicators

Household DURING hosting period

| Data to be collected | Frequency | Sample size |
|--|------------------|--------------------|
| Date household started hosting period | At start-date | 100% |
| Date household left hosting period | Upon leaving | 100% |
| Reason for leaving hosting period: <ul style="list-style-type: none"> • Evicted by owner • Did not get along with other HHs property • Did not get along with neighbours • Bad relationship with owner • Work opportunity • Security concerns • Poor water quality/quantity • Cost of utilities • To be closer to services (e.g. school, PHC) • To join relatives elsewhere • Hosting period expired | Upon leaving | 100% |
| Where they moved to: | | |

| | | |
|---|--|------|
| <p>Geographic</p> <ul style="list-style-type: none"> Left to another property in same municipality Left to another property in another area of in same governorate Left to another property in another governorate Left to Syria Left to Turkey or Europe <p>Shelter type:</p> <ul style="list-style-type: none"> Left to ITS Left to another SSB Left to another Finished Building | | |
| Amount of rent being paid per housing unit per month | <ul style="list-style-type: none"> At start-date At each quarterly visit | 100% |
| Amount of rent pre-assistance? | <ul style="list-style-type: none"> | 100% |
| Amount being paid for utilities per family per month | At each monitoring period. At start-date | 100% |

Property DURING hosting period

| Data to be collected | Frequency | Sample size |
|---|--|--------------------|
| <p>Occupancy during hosting period</p> <ul style="list-style-type: none"> Unit occupied with original beneficiary household Unit occupied with new agency beneficiary household Unit occupied with non-beneficiary household Unit is empty Other | <ul style="list-style-type: none"> Linked to quarterly visits and linked to agreement being respected and utilities | 100% |

Household AFTER hosting period

| Data to be collected | Frequency | Sample size |
|--|--|-----------------------|
| <p>Current living situation</p> <ul style="list-style-type: none"> Living in same property Living in different property of higher standard Living in different property of lower standard Living in ITS Agency shelter programme Living in FTS | <p>3 months after hosting period has ended</p> <p>12 months after the hosting period has ended</p> | Representative sample |
| <p>Reason for leaving hosting period:</p> <ul style="list-style-type: none"> Evicted by owner Did not get along with other HHs property Did not get along with neighbours Bad relationship with owner Work opportunity Security concerns Poor water quality/quantity | <p>3 months after hosting period has ended</p> <p>12 months after the hosting period has</p> | Representative sample |

| | | |
|---|--|-----------------------|
| <ul style="list-style-type: none"> • Cost of utilities • To be closer to services (e.g. school, PHC) • To join relatives elsewhere | ended | |
| <p>Where they moved to:</p> <ul style="list-style-type: none"> • Left to Syria • Left to Turkey or Europe • Left to ITS • Left to another SSB • Left to another Finished Building | <p>3 months after hosting period has ended</p> <p>12 months after the hosting period has ended</p> | Representative sample |
| <p>For those that stayed, why did they stay?</p> <ul style="list-style-type: none"> • Good relationship with households in property • Good relationship with owner • Affordable rent • No rent • Good work options nearby • School nearby • Other essential service nearby | <p>3 months after hosting period has ended</p> <p>12 months after the hosting period has ended</p> | Representative sample |
| Amount of rent being paid per housing unit per month | <p>3 months after hosting period has ended</p> <p>12 months after the hosting period has ended</p> | Representative sample |
| Signed agreement or verbal agreement? | <p>3 months after hosting period has ended</p> <p>12 months after the hosting period has ended</p> | Representative sample |

Property AFTER hosting period

| Data to be collected | Frequency | Sample size |
|--|-----------------------------------|-----------------------|
| <p>Status of property</p> <ul style="list-style-type: none"> • Empty • Occupied by agency beneficiary family | 3 months after hosting period has | Representative sample |

| | | |
|--|---|-----------------------|
| <ul style="list-style-type: none"> • Occupied by Syrian refugee family • Occupied by owner or owner's family • Occupied by Lebanese family • Other | ended | |
| Amount of rent being paid for each housing unit per month | 3 months after hosting period has ended 12 months after the hosting period has ended | Representative sample |

13 Taxes and fees associated with housing rehabilitation in exchange for hosting

The TTC will continue to develop these points in 2016.

14 Building permissions associated with housing rehabilitation

The TTC will continue to develop these points in 2016.

15 Utilities and municipal connections

The TTC will continue to develop these points in 2016.

16 Monitoring and Evaluation

This section concerns the outcome monitoring, rather than the monitoring of the technical works. Social, or outcome, monitoring visits should take place *a minimum of four times* during the contract period. The suggested frequency is a) within the first month, b) twice during the hosting period, and c) one to two months before the agreement expires. Status of the agreement should be recorded for learning purposes for any future potential programmatic adaptations.

Agencies implementing rehabilitation have a responsibility to monitor the following aspects:

- The reduced/free-rent period is honoured
- Any disputes are identified and resolved
- Occupancy rates are captured
- Beneficiary intentions for after the reduced/rent-free period are captured
- Special needs of the families beyond the scope of the shelter assistance are referred to other agencies and service provided as possible.

17 Reporting to Activity Info

Rehabilitation should be reported to Activity Info once rehabilitation has been completed and the housing unit brought up to minimum standards under the following Shelter indicators:

- 1.1.2 – “Rehabilitation of unoccupied unfinished or abandoned houses”, or:
- 1.2.5 – “Rehabilitation of occupied substandard buildings (unfinished houses, garages worksites etc.)”

It has been agreed with the inter-agency WASH Working Group that agencies implementing Rehabilitation will also report under the following WASH indicators where relevant on Activity Info:

- 1.1.2 - Connection to public water supply network and installation of taps and associated plumbing, OR:
- 1.1.3 - Connection to private water supply (e.g. wells) and installation of taps and associated plumbing
- 1.3.1 - Provision of water storage capacity at Household level: Buckets, Jerry-cans, 1m³ tanks, etc.
- 2.1.1 - Construction/rehabilitation of latrines/toilets and showers at Household level

Annex 1: Summary of technical changes to the NRC rent-free rehabilitation approach

1. What has changed with the NRC approach?

For the purpose of the discussion on 15 March, there are three main changes to the programme: 1) providing additional hosting periods to vulnerable families, 2) the incorporation of further upgrades into the scope of works and the Bill of Quantities (BoQ), and 3) the inclusion of external plastering as part of the minimum standard. As before, NRC will continue to target substandard buildings and bring them up to the minimum standard. These properties are known internally to NRC as ‘category 1’, as described on the next page. The new approach provides additional options and greater flexibility.

The main goal for the NRC SSU programme remains to provide 12-month rent-free hosting periods to vulnerable households. NRC will continue to target unfinished buildings, both occupied and unoccupied; however, the new approach allows NRC to target a wider range of unfinished buildings. As a result, further upgrades, which go beyond the current minimum standard, were researched by NRC in order to provide rent-free periods in a wider range of unfinished buildings.

These new upgrades were identified by refugee households and property owners, through surveys undertaken by NRC, and include: external plastering, internal plastering, floor tiling⁸, wall tiling of kitchen and bathroom, solar water heaters, and insulating roofs against water infiltration⁹. Previously, if a property was only slightly below the minimum standard, NRC would reject the building as the investment would not warrant 12-months rent-free hosting. With the new approach, the wider range of available upgrades gives the teams greater flexibility in selecting properties. The average BoQ amounts will be as before. More information on the types of properties to be considered is in section 3. NRC will strive to make the most efficient use of resources and will provide new materials, rather than replace previous materials. In instances where previous materials are replaced, NRC will recycle or reuse the previous material. Furthermore, for certain upgrades, such as solar water heaters and external painting, NRC will implement these in a manner that is sensitive to the context, so as to avoid creating any tension between refugees and host community.

| Order of additional upgrades | |
|--|---|
| 1 | Plastering of external walls (part of minimum standard) |
| 2 | Plastering of internal walls |
| 3 | Floor tiling |
| 4 | Improved kitchen sink and worktop |
| To identify with owner and beneficiary | Kitchen wall tiling |
| | Bathroom wall tiling |
| | Security screens |
| | Solar water heater |
| | Roof insulation |
| | External painting |
| | Internal painting |

2. What is the reason for this new approach?

The reasons for the new approach are: 1) to allow NRC to provide additional hosting periods to vulnerable families already in the programme, 2) to better reinforce the decision-making and social capital of vulnerable refugee families by targeting a wider range of properties, and 3) to improve living conditions in minimum standard housing units through the inclusion of external plastering.

⁸ Improvement of uneven floors for families with mobility restrictions is currently part of the inter-agency minimum standards. With additional hosting periods this will be approached more systematically.

⁹ Waterproofing of roofs is currently part of the inter-agency minimum standards; however, the associated costs have meant that other upgrades were prioritized. With additional hosting periods this can be included.

While the situation in Lebanon is overwhelming in terms of shelter needs, the new approach is protection-centered. Inter-agency studies find that families are becoming poorer over time and that they cite securing adequate accommodation as the biggest challenge they face since arriving in Lebanon. For those families that are unable to secure adequate accommodation, namely *severely* and *highly* vulnerable families, NRC will provide initial hosting periods. Families found to be *severely* or *highly* socioeconomically vulnerable are eligible for additional hosting periods; however, NRC will prioritize *severely* vulnerable families for extensions in 2016¹⁰. NRC will use 35% as a target for OFC extensions for *severely* vulnerable families, and any families associated with that family under the *beneficiary by association* principle.

The issue of creating a dependency must be contextualized to Lebanon where refugees are required to secure and pay for their own accommodation, but where severe restrictions on securing livelihoods are in place. For *severely* and *highly* vulnerable families, there are few adequate shelter options available. In the absence of rent-free solutions at scale, such as the planned camps found in Jordan, Iraq and Turkey, the NRC strategy is to provide continued support to *severely* and *highly* vulnerable families. The lack of external plastering was identified as a key issue in the 2015 external evaluation, and remains a key concern voiced by beneficiary families during site visits. While the addition of external plastering to substandard buildings will be more expensive per housing unit, these costs will be offset by the cheaper housing units that are closer or above the minimum standard. NRC has set maximum BoQ costs for each of the category types outlined below, which get increasingly cheaper from category 1 to 4. Overall, the previous average BoQ cost will be the same as before.

3. What type of Small Shelter Units (SSUs) would be eligible for the additional upgrades?

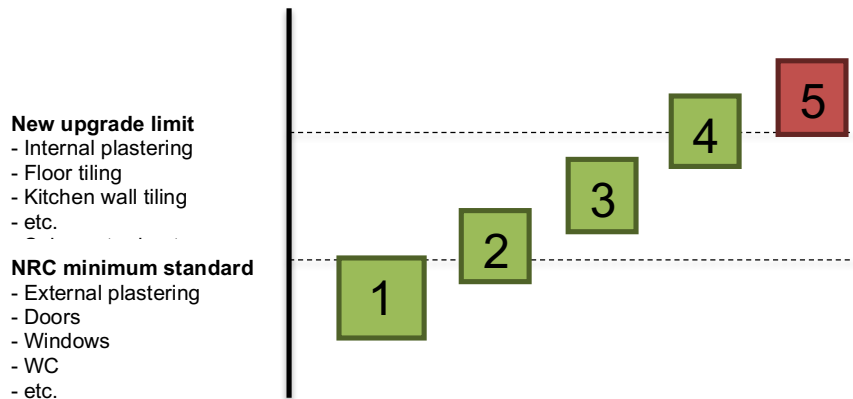
Through the new approach, NRC would classify properties according to the following categories:

- **Category 1** - NRC will continue to target substandard buildings and bring them up to the minimum standard, which includes external plastering (since January 2016).
- **Category 2** - NRC can target properties that are just below the minimum standard, thus bringing them up to minimum standard, and then exceeding the minimum standard in keeping with the order of priorities for further upgrades in order to provide 12 months OFC.
- **Category 3** - NRC can target housing units that already meet the minimum standard and provide further upgrades in keeping with the order of priorities identified by owners and households. Category 3 does not mean that after completing the works the property will have received all further upgrades, but will be closer to it. In most cases NRC will be able to secure multiple OFC periods for buildings at category 3
- **Category 4** – NRC can target housing units that require some work to bring them to the upgrade limit, but not enough to merit 12-months OFC. In this case, if cash for rent component is 50% or less of the OFC value, then the cash for rent component can be included in the BoQ. It is estimated that category 4 will represent a relatively small percentage of the caseload.

¹⁰ *Highly* socioeconomically vulnerable families may also be considered for extensions based on area-level coordination with other agencies and donors, and as a result of future discussions in the shelter working group.

- **Category 5** – NRC will not target these housing units, given that further upgrades are not possible and the cash for rent would be greater than 50%. NRC would refer these cases to cash for rent agencies or Multi-Purpose Cash (MPC) agencies.

Figure: properties eligible for OFC programme



4. Which categories will be used for initial and additional hosting periods?

Regarding initial versus additional hosting periods from the family perspective, the categories will be used as follows:

- Unoccupied can be category 1 to 4
- Occupied can be category 1 and 2 for initial OFC or OFC extension
- Occupied can be category 3 and 4 for an OFC extension, or when targeting an overcrowded occupied property for an initial OFC.

NRC is not concerned about creating tension among beneficiaries with the new approach. Beneficiaries are currently living in different levels of finish, as some property owners use their own resources to complement the resources provided by NRC. Programme data collected by NRC shows that the majority of families leaving the property before the rent-free period has expired do so to be closer to work, or because the minimum standard is too low. By increasing the minimum standard to include external plastering, this should have a positive impact on reducing move out rates.

5. Will the further upgrades have a negative impact on the rental market?

A study undertaken by NRC in the Bekaa, looking at the status of properties three to six months after the rent-free period had ended, found that 65% were occupied by either NRC beneficiaries, or other Syrian families. The vast majority of these families (96%) were paying less than USD 100 per month, per housing unit. This amount is less than the average amount paid by refugees, according to UNHCR, and is for accommodation meeting the minimum standard. NRC believe this to be a small, yet important, contribution to affordable housing for Syrian refugees and vulnerable Lebanese. Conversations had with owners on rental prices for properties with additional upgrades indicate that these properties will also be modestly priced when on the market. NRC will monitor these prices and share with the working group and programme donors.

6. Will the further upgrades cause tension between the host community and refugees?

The 2015 evaluation found that the rehabilitation programme increased acceptance of Syrian refugees in our areas of intervention. As for the further upgrades, NRC will not provide further upgrades which exceed the living conditions in the immediate area, so as not to cause any tension between Lebanese and Syrian refugees. The further upgrades are limited in this regard and do not exceed what is commonly found on Lebanese properties in our areas of intervention.

7. How can other agencies benefit from this new approach?

NRC extends the offer to operational agencies that the material developed as part of the new approach, such as BoQs and checklists, will be made available to other agencies wishing to undertake similar programming. Furthermore, NRC extends the offer to operational agencies that NRC can provide additional rent-free periods in the same property for *severely* and *highly* vulnerable beneficiaries whose hosting periods are coming to an end with other operational agencies.

8. What will need to be changed in the TTC rehabilitation guidelines?

NRC is not suggesting that all agencies must adopt the new approach, but that the new approach by NRC is incorporated into the current guidelines. The minimum standards are minimum, and NRC is proposing a way in which agencies can exceed the minimum standards to provide secure tenure in dignified accommodation for vulnerable households across a wider range of unfinished properties, whether it be their first or consecutive hosting period.

9. Reporting of the new approach (updated since TTC meeting on 15 March 2016)

At the TTC meeting on 15 March 2016 at NRC, it was agreed that NRC's previous and new approach would continue to be reported under the 2016 log frame indicator:

- **Activity-1.1.2: Rehabilitation / Upgrading / Repair of Substandard Structures into adequate shelters**

And under the equivalent indicator when reporting through the Refugee Assistance Information System (RAIS):

- **# of individuals benefitted from Rehabilitation / Upgrading / Repair of Substandard Structures into adequate shelters**

Annex 2: overview of agency approaches

| Agency | Approach | Contracts and agreements | Benefit to beneficiary and security of tenure | Average direct material cost (with WASH hardware) | Occupancy monitoring approach |
|--------------------------|--|---|--|---|--|
| ACTED | <ul style="list-style-type: none"> Majority contractor approach, with some owner-led rehabilitation | <ul style="list-style-type: none"> Cooperation agreement between ACTED, owner and beneficiary household outlining rights and responsibilities, witnessed by local representative (Mukhtar or municipality) | <ul style="list-style-type: none"> 12 months rent-free preferred, but rent-reduction equivalent to cost of works also accepted | Average USD 1,500 per household | |
| CISP | <ul style="list-style-type: none"> Owner-led rehabilitation Phased payments to owner Unoccupied properties | <ul style="list-style-type: none"> Agreement between CISP and owner, witnessed by local municipality | <ul style="list-style-type: none"> 12 to 24 months rent-free, with average being 18 months | Up to a maximum of USD 1,800 per housing unit | Regular visits by Social Workers to follow up occupancy |
| Concern | <ul style="list-style-type: none"> 2014 Pilot project had both owner-led and contractor-led rehabilitation | <ul style="list-style-type: none"> 2014 pilot project: agreement between Concern and owner 2015: Contract Concern and Owner relating to rehab. works & agreement between owner and beneficiary | <ul style="list-style-type: none"> 2014 pilot project: rent reduction or rent-free if possible 2015: rent-free but beneficiary pays utilities | Average USD 1,500 per household in 2015 | |
| DRC | <ul style="list-style-type: none"> Owner-led rehabilitation Payments to owner against BoQ progress. Payment by cheque | <ul style="list-style-type: none"> Agreement between DRC and homeowner | <ul style="list-style-type: none"> Rent-free or rent-reduction for 12-months Beneficiary pays utilities | USD 1,500 to USD 1,800 per housing unit | |
| Medair | <ul style="list-style-type: none"> Contractor-led rehabilitation following tender process Occupied properties | <ul style="list-style-type: none"> Agreement between Medair, owner and beneficiary | <ul style="list-style-type: none"> Rent-reduction with secure tenure for 12 months, where not possible rent-freeze for 12 months | Average USD 1,200 per household | |
| NRC | <ul style="list-style-type: none"> Owner-led rehabilitation Three payments to owner against BoQ progress. Payment by cheque Occupied and unoccupied properties | <ul style="list-style-type: none"> NRC and Owner for scope of works, hosting period and rights and responsibilities Occupancy Free of Charge (OFC) agreement between Owner and each beneficiary household | <ul style="list-style-type: none"> 12 months rent-free. Exceptions not permitted Utilities covered by beneficiary household, which are outlined in the OFC | USD 1,500 per housing unit on average Average USD 1,800 per household | Once rent-free period begins, teams visit the HHs on a monthly basis, and record occupancy rates at 3, 9 and 12 months |
| PU-AMI | <ul style="list-style-type: none"> Beneficiary-led rehabilitation Three payments to beneficiary against BoQ progress. Payment made in cash at PU-AMI office or house | <ul style="list-style-type: none"> MoU signed between PU-AMI, owner, beneficiary, and local authority, outlining scope of works, BoQ prices, and hosting conditions | <ul style="list-style-type: none"> 12 months rent-free. If not possible, a rent-free period of 3 to 6 months, and last option is rent-freeze for 12 months | USD 1,300 per SSU, which has on average 2 households. Average USD 650 per household | |
| Save the Children | <ul style="list-style-type: none"> Owner-led rehabilitation with technical monitoring and guidance Conditional cash grants comprising of three payments using ATM card to Landlords against BoQ progress Occupied properties. | <ul style="list-style-type: none"> Bilateral agreement between SCI and Owner, witnessed by Municipality. Free Rent Agreement between each Landlord and Beneficiary HoH. | <ul style="list-style-type: none"> 12 months rent-free. Utilities are covered by the households and outlined in the bilateral agreement and Free Rent Agreement. | Average USD 1,500 per household | 5 cycles of Monitoring including baseline and end line survey. |
| Solidarites | <ul style="list-style-type: none"> Contractor-led rehabilitation Occupied properties | <ul style="list-style-type: none"> MoU between Solidarites, beneficiary and owner (including municipality as witness) | <ul style="list-style-type: none"> 12 months rent reduction if possible or at a minimum rent freeze and no eviction for 12 months. | Average of USD 500 per household | |

ii This list is not exhaustive and can be updated accordingly.