



## SHELTER

**Lead Ministry:** Ministry of Social Affairs (MoSA)

**Coordinating Agencies:** UNHCR and UN-Habitat

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PEOPLE IN NEED



2,142,047

PEOPLE TARGETED



817,946

REQUIREMENTS (US\$)



138.7 million

# OF PARTNERS



29

GENDER MARKER

1



## SECTOR OUTCOMES

**OUTCOME 1:** Displaced populations and other vulnerable groups have access to adequate shelter as the standard of shelters is either ensured, maintained or improved.



\$118.4 m

**OUTCOME 2:** Living conditions within temporary settlements and poor urban areas with high ratio of displaced populations and vulnerable groups are improved.



\$18.4 m

**OUTCOME 3:** Lebanese public & private institutions are aware and responsive to the shelter situation of displaced populations and other vulnerable groups.



\$1.9 m

### INDICATORS

# of individuals (by cohort) that benefit from the specific activity



## PRIORITY INTERVENTIONS

- 1: Upgrade shelters to meet minimum standards through minor repairs, or, in exchange for affordable occupancy, adequate rehabilitation.
- 2: Assist makeshift shelters in informal settlements to maintain capacity to withstand adverse weather conditions as well as other threats.
- 3: Upgrade, through a bottom-up holistic approach, highly affected neighbourhoods, through shelter and basic infrastructure activities, to assist all vulnerable groups regardless if displaced (SyrDis, PRS) or not (Leb, PRL).
- 4: Enhance the technical capacity of public and private local institutions to participate and support shelter assistance activities.



## 1. Situational analysis and context

In 2015, the overall number of registered displaced Syrians in Lebanon hovered around 1.1 million<sup>1</sup>, which has had a profound impact on the shelter situation of all vulnerable groups, due to increased competition for low-cost housing and increasing rent prices. The large majority of displaced Syrians are living in increasingly harsh conditions and facing shrinking opportunities to generate income. The percentage of displaced Syrians who are socio-economically vulnerable has climbed to 52 percent<sup>2</sup>, an ever-growing group for whom even low rents are increasingly difficult to reach. Shelter assistance cannot be limited only to those displaced from Syria, but must include other vulnerable groups affected by the Syrian Crisis, such as vulnerable Lebanese, Palestinian Refugees from Syria (PRS) and Palestinian Refugees from Lebanon (PRL), the latter of whom host most of the PRS in their camps, adjacent areas and gatherings.

Many of the displaced Syrians are living in substandard shelter conditions<sup>3</sup>. In most parts of Lebanon, the high influx of Syrians has saturated the limited market of adequate and affordable shelters. Access to adequate shelter is hampered by a general lack of affordable housing, the increased use of substandard shelters, the absence of formal camps, and the wide dispersal of displaced persons. For an increasing number of vulnerable households, it has proven difficult to locate shelter that is adequate to their needs in terms of size and standard. A large percentage has been forced to resort to residing in overcrowded or substandard shelter conditions, such as garages, worksites, unfinished buildings and collective shelters. It also has become more difficult to obtain affordable arrangements<sup>4</sup> and to ensure tenure security through legal agreements with a longer duration. In addition, the increasing shelter burden on host communities continues to require the international community to provide an emergency shelter response, while the international community, together with the Lebanese society and its institutions, are also required to take more durable measures to stabilize the shelter needs of all vulnerable groups, but with the limited funds remaining after emergency measures.

The 2015 UNHCR shelter survey projects that 41 percent of the displaced population will live in substandard shelters by the end of 2015. The majority of the displaced Syrians now live in apartments and different types of substandard shelters within villages, towns, suburban and urban areas. By now,

the location of the displaced population follows, to a large extent, Lebanese settlement patterns, with 80 percent of the population urbanized. Displaced Syrians are increasingly shifting from their first areas of arrival in the governorates of Akkar, Baalbek-Hermel and Bekaa to the governorates of the North, South and Mount Lebanon, and, to a lesser extent, to Beirut and Nabatieh. Thirty percent live in the metropolitan areas of Lebanon's four major cities;<sup>5</sup> another 50 percent in other cities, towns and villages, and 18 percent in informal settlements. Many displaced often reside in unfinished structures or shelters that are otherwise inadequate. They live among other vulnerable groups, that is, in volatile, high-density areas like poor urban neighbourhoods. In addition, an increasing number of families are squeezed into overcrowded apartments<sup>6</sup>. In March 2015<sup>7</sup>, at least four percent of displaced Syrians were at risk of eviction for different reasons, incl. because of their inability to pay the rent. Overall, 54 percent of displaced Syrians are in need of support with regards to both shelter conditions that meet minimum standards and legal security of tenure<sup>8</sup>.

Many of the displaced Syrians still live in informal settlements<sup>9</sup>, mainly in Baalbek-Hermel and in Bekaa (65 percent), the others mostly in North Lebanon and in Akkar. They lack basic services like water and sanitation, and their shelters are not properly equipped for adverse weather conditions. As some of the informal settlements, often located on agricultural lands originally intended to accommodate Syrian agricultural workers, have expanded both in number and in size, they are no more perceived by the Lebanese communities as temporary in nature, as they are a very visible manifestation of the presence of the displaced population in Lebanon and can serve as a catalyst for tensions between host and displaced communities.

In 2015, the inter-agency shelter response provided assistance to around 406,000 individuals, of whom the largest recipient group was the displaced Syrian population. Other cohorts whose shelter situation is affected by the Syrian crisis and assisted by the shelter sector include:

**Vulnerable Lebanese.** Of the 1.3 million Lebanese assessed to live under the poverty line (under US\$3.84/day Multi-Deprivation Index MDI), an estimated 58 percent (800,000 individuals) are concentrated in dense and poor neighbourhoods within the main urban areas, where there has also been a high influx of displaced persons from Syria. Many vulnerable Lebanese are seriously affected by the general economic situation and the Syrian crisis, as their already substandard living conditions (high density, low

(1) In order to include all displaced Syrians, the shelter sector added an estimated 77,000 to the 1.1.M registered by UNHCR, as a survey by Basic Assistance indicated that an additional 7 percent of non-registered displaced Syrians were encountered in the informal settlements. This brings the total of displaced Syrians to 1,177,000.

(2) VASYR 2015: 52 percent of displaced Syrians live below the Survival Minimum Expenditure Basket (SMEB) of US\$435 per household per month.

(3) Substandard shelter conditions are indicated when occupants are exposed to avoidable health and safety risks and the following is not ensured: adequate privacy and dignity, protection from climatic exposure, adequate access to safe water, sanitation and/or hygienic conditions, adequate connection to municipal infrastructure and services (e.g. electricity, water supply, waste-water collection, solid waste collection), and basic amenities like lighting and safe electrical points (ref. Shelter Sector Strategy 2015).

(4) According to the 2015 UNHCR shelter survey, the average rent paid is US\$200 per household per month.

(5) Beirut, Tripoli, Saida and Tyre.

(6) The percentage of displaced persons living in substandard conditions has increased from 27 percent in 2013, up to 40 percent in 2014, and reaching 54 percent in 2015. The percentage of displaced Syrians living in overcrowded apartments increased from 3.5 percent in 2014, up to 9.1 percent in 2015 (regular UNHCR Shelter Surveys).

(7) UNHCR, Shelter Survey (by phone), March 2015

(8) Correlated findings from the 2015 shelter sector survey and the inter-agency household questionnaire.

(9) Informal settlements now house 18 percent of the displaced Syrian population, gathered in more than 3,000 locations across the country.

quality of housing, lack of air and light, etc.) are compounded by a decrease in basic services: less water, fewer hours of electricity power, more broken sewage pipes, increased garbage issues, etcetera, as service providers and local authorities are overstretched. The LCRP 2015 target to assist 461,000 vulnerable Lebanese through interventions in different sectors was greatly hampered by limited available funds. Funding had to be prioritized for emergency support, therefore the capacity of agencies to profile, elaborate and implement neighbourhood upgrades could not be strengthened. This is now planned for the next years. The larger part of the assumed 800,000 Lebanese under the poverty line living in urban neighbourhoods will be targeted in the four-year framework plan (2017-2020). For 2016 the shelter sector targets around 10 percent (138'000) of the vulnerable Lebanese currently living under the poverty line.

**Lebanese returnees from Syria**, a smaller but equally important caseload with specific needs. Lebanese returnees are also assisted by partners of the shelter sector. Of the 28,574 registered individuals, 68 percent are assessed to be highly socio-economically vulnerable. Despite being Lebanese citizens, their economic status and living conditions closely resemble those of the Syrian refugees. They live in the same deprived and overburdened communities that house displaced Syrians. Most of the Lebanese returnees live in rented apartments, and some in substandard buildings and informal settlements in dire need of shelter weatherproofing and other shelter assistance.

**Palestine Refugees from Syria (PRS) and Palestine Refugees from Lebanon (PRL)**. Of the 42,325<sup>10</sup> vulnerable PRS currently in Lebanon, 55 percent live in official Palestinian camps, while the others mainly reside in the adjacent areas and other Palestinian gatherings. While the size of this cohort has been stable in 2015, the percentage of those socio-economically vulnerable has increased: 98 percent of PRS live in poverty and suffer from shelter insecurity, as cash-for-shelter support was suspended in July 2015 due to funding shortages. As PRS follow the same settlement pattern as PRL, the PRS influx has placed additional stress on the precarious shelter situation and infrastructure conditions of the PRL living in the Palestinian camps, in the adjacent areas and in high density urbanized Palestinian gatherings<sup>11</sup>.

## 2. Overall sector strategy

Some thirty agencies, most of which have already been active in this sector in 2015, have indicated their interest in participating in the shelter sector activities in 2016<sup>12</sup>. In addition to various well-qualified international organizations often cover not only shelter but also WASH activities, the shelter sector seeks to strengthen its collaboration with national NGOs and neighbourhood organizations.

As in 2015, the shelter sector will continue to promote various responses to the needs of displaced persons and vulnerable Lebanese<sup>13</sup> in an integrated manner<sup>14</sup>. Sector partners will boost their capacities to secure more access to affordable shelter and to reduce the burden on hosting communities by carrying out initiatives that benefit all living in Lebanon affected by the Syrian crisis, whether part of the displaced or the host community. In line with the 2015 approach, in 2016 the shelter sector will continue to respond to the shelter needs of displaced Syrians and vulnerable Lebanese in an integrated and appropriate manner. Shelter assistance will survey the number, type and condition of substandard shelters, and assistance will be prioritized according to the risk of security of tenure and in reference to the socio-economic vulnerabilities of the households (avoiding blanket assistance to all households in substandard housing conditions).

Vulnerable people living in informal settlements will continue to be supported by specific activities, for example, sustaining weatherproofing and other shelter enhancement activities (raising floors, insulation kits, etc.). To minimize repeat distributions, more efficient kits with more durable resistance to winter weather and other elements will be prioritized. Site interventions will improve the accessibility to and inside the settlement, and provide protection against floods and other risks.

Especially in informal settlements and substandard gatherings<sup>15</sup>, vulnerable people living in substandard buildings will be continuously assisted through practical, cost-efficient measures like weatherproofing and water-sanitation upgrades to ensure minimum humanitarian standards are met. In addition to weatherproofing, informal settlements will be supported through site improvement activities that include decongesting settlements where feasible, drainage, levelling, improving access and pathways, upgrading water points and soak-away pits, and decommissioning of old latrines. Shelter enhancement, especially in informal settlements, includes prevention and preparedness measures (insulation, fire protection kits, raising of floors).

The shelter sector will not only address informal settlements, but will balance its assistance also to the shelter needs of the displaced Syrians in all other parts of Lebanon, including in and around the four most urbanized areas of the country. Affordable structures within host communities will be strengthened by upgrading and maintaining little used buildings as collective centres, managed by Collective Site Management and Coordination (CSMC). In 2016, the shelter sector will increase its focus on comprehensive rehabilitations and upgrading - mainly of occupied accommodations, but

(10) UNRWA cross-sectoral presentation Oct 2015

(11) UNDP, UN-HABITAT, SDC, Profiling Deprivation: Analysis of Rapid Needs Assessment in Palestine Gatherings Host Communities in Lebanon, May 2014.

(12) Activity Info, October 2015: shelter partners indicated interest to participate to shelter sector outcomes in 2016.

(13) Needs as identified in the 2015 UNHCR shelter survey and the targeting household questionnaire.

(14) Assistance is balanced between short term measures (e.g. weatherproofing) and sustainable measures, e.g. rehabilitation.

(15) UNDP, UN-HABITAT and SDC, Profiling Deprivation: An Analysis of Rapid Needs Assessment in Palestine Gatherings Host Communities in Lebanon, May 2014.

also of unoccupied structures, such as unfinished houses, garages, worksites and other structures to enhance the availability of adequate and affordable housing. This will be carried out with a view to improving living conditions and fostering security of tenure for displaced Syrians at risk of eviction or breaking of lease agreements. The value of the rehabilitations will be exchanged for accommodations free of charge or for a reduced rent during a fixed period, guaranteed by agreements in compliance with Lebanese rental law. Local authorities (municipalities) will collaborate, as host communities will benefit from a more suitable housing offer.

The increasing number of displaced Syrians living in overcrowded shelters will be assisted through: a) Shelter Rehabilitation and Upgrading, whereby measures to improve privacy (including possible division of shelter units) will tackle these issues and enhance shelters to reach minimum standards, and b) Conditional Cash for Rent, whereby the most vulnerable families living in overcrowded apartments and/or under eviction threats will be assisted in financing an apartment that is adequate in size and standard<sup>16</sup>. A portion of the rent will be directly paid to the homeowner for a short and limited period of time, enabling the assisted occupant to bridge the financial gap until an affordable standard shelter is found.

Activities will be balanced between humanitarian assistance and stabilization efforts, between activities focused on the shelter itself and ones that improve the areas around the shelters, as well as balanced between different types of settlements (informal settlements, gatherings and densely populated neighbourhoods). Humanitarian assistance will cover shelter needs in all locations in a way appropriate to the shelter, while stabilization efforts aim to improve the conditions of the area of the shelters, taking into account the different types of settlement. In a holistic, multisectoral approach including mapping and collaboration of all stakeholders, the neighbourhood upgrades target – for all vulnerable groups in an area - improving the deteriorating physical living conditions, mainly regarding shelter and infrastructure<sup>17</sup>. The upgrading will have a positive impact on social stability as both host communities and displaced persons will benefit.

Interventions will take into account the impact not only on access to shelter, but also on access to essential services and infrastructure, as well as on the environment. While this applies to all interventions, it is most relevant when designing and implementing the holistic, multisectoral, inclusive interventions in densely populated urban neighbourhoods, which will be targeted on the basis of profiles of vulnerable

neighbourhoods, primarily in and around the four main cities in Lebanon. The shelter sector will launch these neighbourhood upgrades in coordination with other sectors: health, education, child protection, and in particular, social stability and energy and water.

The shelter sector also aims to foster the interaction between Lebanese institutions and international partners in shelter assistance as Lebanese institutions will play an increasingly important role in the response in the coming years (2017-20 plan). To this end, the dialogue with Lebanese institutions, especially at the local level (e.g. Union of Municipalities, local NGOs) will be increased in conjunction with increased capacity-building activities.

### 3. Sector outcomes, outputs and indicators

The overarching aim of the sector strategy is to assist all of the most vulnerable in Lebanon, without discrimination based on nationality, to be sheltered in an appropriate way that meets basic minimum standards, carrying this out in a prioritized and multi-pronged way.

While the shelter sector's main activities of 2015<sup>18</sup> will continue in 2016, the strategy has been mainstreamed and clarified, taking into account lessons learned from the LCRP 2015 plan. Activities for which implementation or reporting and coordination with other sectors proved difficult were excluded<sup>19</sup>. In line with the overall objectives of LCRP and in continuation of its current strategy, the LCRP 2016 shelter sector results framework is based on 16 activities that will deliver a single all-inclusive output for each of the three targeted outcomes.

Activities under the first outcome use cost-efficient measures to maintain and enlarge the quantity and quality of available and affordable shelters, mainly for people displaced from Syria. Activities under Outcome 2 focus on measures to indicate, elaborate and implement plans to improve conditions in the areas in which the living conditions of the displaced and others significantly affected by the Syrian Crisis are deteriorating. Activities under Outcome 3 aim at strengthening the capacity of local institutions in shelter assistance. As all activities are important contributions to ease the shelter condition of the indicated groups of vulnerable persons, the shelter sector seeks to gradually improve the balance of its activities between the three named outputs. Short-term activities, still required as some displaced Syrians continue to be forced to live in makeshift shelters in informal settlements, will be implemented in a way that will allow to increasingly replace them with sustainable forms of

(16) As access to affordable shelter is often limited by the decreasing revenues of the families – and to a lesser degree by the gap of available standard shelters in the local housing market - conditional cash for rent can be considered as an option.

(17) E.g. Neighborhood upgrading by UNDP includes: rehabilitating and paving roads, building retaining walls, rehabilitating public domains such as community stairs and alleys, water channels for drainage, rehabilitating building structures, painting and cleaning, etcetera.

(18) Rehabilitation/upgrading/repair of substandard structures into adequate shelters, weatherproofing and minor repair of substandard structures (with or without water and sanitation facilities) and of existing substandard makeshift shelter units within informal settlements and scattered locations, and conditional cash for rent.

(19) For example, activities to raise awareness on tenure security together with the protection sector, and to elaborate a policy toward low-cost housing, have been excluded.

assistance like activities that stabilize the deterioration of the physical living conditions of the affected vulnerable groups cohabiting in sites and areas.

### **Outcome 1 - Displaced populations and other vulnerable groups have access to adequate shelter. (Core Shelter Approach)**

This will be achieved by improving, maintaining and ensuring the standard of shelters.

**Output:** Shelter at affordable conditions and adequate standards is made available for displaced population and vulnerable groups. Activities will include minor repairs and weatherproofing of makeshift shelters in informal settlements and substandard buildings, comprehensive rehabilitation of occupied and unoccupied substandard shelters or unfinished buildings, upgrading and management of collective shelters, and provision of conditional cash for rent. Efforts are being steered toward providing more durable shelter solutions, and boosting legal security of tenure through specific lease and other agreements. Achievements are measured by the number of persons that are assisted by each of the activities. All indicators will be disaggregated by governorate and cohort, and can be further disaggregated (by gender, age, youth and population with special needs) in case this information is relevant, e.g. for comprehensive rehabilitations or cash for rent.

**Outcome 2 - Physical Living conditions are improved (Area Approach).** Physical living conditions within temporary settlements and poor urban areas with high ratios of displaced population (Syrians, Palestinians and Lebanese returnees) and other vulnerable groups are improved.

**Output:** Site, shelter and infrastructure conditions are improved through site improvements of informal settlements, temporary settlements and of formal gatherings and areas adjacent to Palestinian camps, and upgrades in poor urban neighbourhoods. This multisectoral assistance includes, for example, small-scale interventions for the drainage of sites and upgrading paving roads, electricity networks, retaining walls, stairs and alleys, public and green spaces, etc. Taking into account that in 2016 these will be pilot projects, the upgrading of neighbourhoods, which are identified through city and neighbourhood profiles, will be approached holistically and will be coordinated and implemented in conjunction with other sectors. The activities will be measured by the number of vulnerable persons residing there and directly benefiting from these activities.

**Outcome 3 - Lebanese public and private institutions are aware of and responded to the shelter situation of vulnerable groups. (Institutional)**

**Output:** Institutions assist in the response to the shelter needs of displaced Syrians and other vulnerable groups. In 2016, in preparation for the 2017-2020 strategy, the shelter sector seeks to evaluate the viability of an institutional approach, by involving public and private organizations (especially at the local level), in evaluating the design of the ongoing shelter assistance, and by strengthening the capacity of the named organizations, for example through training on following up on the provision of services by technical focal points at different levels (e.g. Unions of Municipalities). This output is measured by the number of Lebanese institutions (municipalities, local NGOs, etc.) that are integrated into the shelter response and capacitated to respond to shelter needs to achieve sector objectives and activities.

## **4. Identification of sector needs and targets at individual, institutional and geographical level**

### **a) Individual**

Mirroring the principles followed in 2015, shelter assistance will be applied to all vulnerable cohorts affected by the Syrian crisis, but in 2016 can realistically only implement a first step, prioritizing by vulnerability, need and within the constraints of available human and financial resources.

**Displaced Syrians:** the shelter sector aims to assist 45 percent of all displaced Syrians (approximately 519,567 individuals), focusing on those living in critically substandard shelter conditions, in overcrowded apartments and with fragile security of tenure conditions. This figure is calculated based on the 2015 shelter survey as follows:

1. Thirty-two percent (366,589 individuals) in critically substandard shelter conditions (more than three-quarters of the 41 percent of all displaced Syrians in substandard shelters)<sup>20</sup>.
2. Nine percent (105,672 individuals) in overcrowded apartments needing assistance to find shelter of adequate size<sup>21</sup>
3. Four percent (47,306 individuals) with tenure security threatened by eviction, either forced to leave their settlement or to leave their occupied shelter as they cannot afford the rent, and other issues<sup>22</sup>

The 32 percent of displaced Syrians living in substandard shelters will be assisted by different activities including relatively low-cost interventions, such as the distribution of different types of kits (e.g. for weatherproofing, thermal insulation or WASH upgrades for emergencies), and also more robust rehabilitation activities in exchange for rent-

(20) UNHCR, Shelter Phone Survey, March 2015

(21) 59 percent of all displaced Syrians live in apartments, of which 16 percent live in overcrowded ones, equal to 9.15 percent of all displaced Syrians.

(22) Eviction Working Group, 2015. Threats include: eviction by force due to inability to pay the rent, dispute with landlords, increasing social tensions.

free or rent-reduction periods. These rehabilitation activities, as well as cash for shelter and the upgrading of existing structures to be used as apartments or collective centers, mainly target the other two types of shelter needs sub-cohorts, adding up to 13 percent of the total of displaced persons. Priority households are identified at the field level, in coordination with local authorities and protection actors closely associated with the prioritization process.

**Palestine Refugees:** UNRWA indicates that their shelter assistance to the 42,325 PRS, suspended in July 2015 due to a lack of funding, will be re-appealed through multipurpose cash support under the Basic Assistance sector. However the shelter sector will assist approximately 20,000 PRS<sup>23</sup> and 75,000<sup>24</sup> affected PRL through shelter improvement and site/infrastructure upgrades of temporary settlements and informal gatherings.

**Vulnerable Lebanese:** Shelter assistance to the 19,350 Lebanese returnees will focus on cash for rent and weatherproofing of substandard shelters. In 2016, the shelter sector aims to assist 10 percent of the vulnerable Lebanese<sup>25</sup> residing in the most crisis-affected neighbourhoods through upgrading, utilizing a more inclusive, multisectoral and holistic approach, in particular in collaboration with the energy and water and social stability sectors. The first shelter neighbourhood activities in 2016 will form the basis from which to launch a stronger stabilization effort in the upcoming 2017-2020 support plans. This will mitigate the impact of the crisis on social stability in these poor urban areas.

#### b) Institutional

The named outcomes will be achieved not only through activities directly targeting the cohorts in need, but also through national and local institutions (e.g. municipalities), and civil society. The shelter sector plans to search for partners in the public and private sector, to identify opportunities and to evaluate possibilities to strengthen the assistance of public, private and other institutions.

#### c) Geographical

The shelter sector assists the targeted cohorts in a cost-effective manner in all governorates, with the degree of each type of assistance varying according to the shelter situation encountered in each. Institutions, especially at the local level, such as Unions of Municipalities, will be strengthened in all governorates, especially in the 251 cadastres identified as the most vulnerable<sup>26</sup>.

In Akkar, Baalbek-Hermel and Bekaa, assistance focuses on cost-effective measures (e.g. weatherproofing) for the high number of displaced living in informal settlements, whose

sites will be improved when necessary. The assistance will also extend towards those threatened by evictions or living in overcrowded apartments. In the governorates of Beirut, Mount Lebanon, North, South, and Nabatieh, minor assistance (e.g. weatherproofing) will continue to a smaller number of people in informal settlements, but the comprehensive rehabilitation of substandard shelters or upgrading of unfinished structures will be the main activity.

In and around the main four cities<sup>27</sup> along the coast, in the poor urban neighbourhoods identified as strongly affected by the Syrian crisis, the need to upgrade shelter structures and to improve the provision of basic services will be identified and tackled through multisectoral upgrades. This also applies, to a lesser extent, to upgrading the Palestinian gatherings and areas around their camps, principally in the urban areas.

In 2016, the shelter sector aims to raise awareness on the importance of these activities and will design, promote and test activities to assist and strengthen institutions, especially at the local and neighbourhood level. Guidance is provided jointly by agencies of the shelter sector and others, such as national and local institutions, and with different organizations in the urban and rural contexts. By strengthening capacities of local organizations and national NGOs, and by collaborating with civil society, the activities of the shelter sector will not only assist current, pressing shelter needs of the indicated cohorts, but will also strengthen the resilience of Lebanon, especially of the poor urban neighbourhoods. The shelter sector will use 2016 to promote the stabilization efforts that will be at the centre of the upcoming response plan for 2017 to 2020.

## 5. Mainstreaming of conflict sensitivity, gender, youth, people with special needs (PWSN) and environment

These cross-sectoral points are carefully considered in the shelter sector through the following mechanisms:

1. Partners in the shelter sector, who are principally well experienced international agencies with a wide range of activities, apply international standards, for example, from UNHCR or SPHERE, specific guidelines (such as those provided by Handicap International), shelter sector guidance and other related references that also include non-technical aspects to ensure humanitarian objectives. Environmental aspects are included in improvements of sites and upgrading of neighbourhoods, for example the mitigation of negative impacts (e.g. black water).

(23) Assistance to PRS is based on the capacity of the shelter sector members. This assistance will be coordinated with UNRWA.

(24) Based on surveys and assessments carried out by UNDP, of the 270,000 PRL living in Palestinian camps and gatherings, 75,000 are affected by the Syrian crisis.

(25) CAS, UNDP and MoSA, Living Conditions and Household Budget Survey, 2004.

(26) Inter-Agency-Coordination, Most Vulnerable Localities in Lebanon, March 2015

(27) UN-Habitat, Four City Program (Tripoli, Saida, Tyre and Beirut). Ongoing project, started in 2015.

2. In the elaboration of stabilization activities, such as site improvements and neighbourhood upgrading, shelter sector partners will include sectoral recommendations to ensure a holistic, multisectoral response.

3. The shelter sector will meet regularly with the other sectors to ensure that efforts to ensure trans-sectoral issues are noted and coordinated, particularly around multisectoral activities such as neighbourhood upgrades.

While activities will be measured by one focused indicator per activity (e.g. the number of individuals benefiting from...), some indicators can be disaggregated, if needed, in reference to gender, age, PWSN and host communities.

#### Conflict sensitivity:

The shelter sector accounts for the “Do no harm” approach by extending its balanced response not only to displaced Syrians, but also to host communities (e.g. homeowners), and aims to strengthen the capacity of the Lebanese institutions to respond - practically and technically - to conflicts arising from the cohabitation between the Lebanese and those displaced from Syria. The shelter sector will prioritize beneficiaries who are severely or highly vulnerable through an inclusive process encompassing all cohorts, and based on surveys such as the Household Survey<sup>28</sup> so that these efforts are harmonized with other sectors.

In addition, the shelter sector applies an inclusive approach to its activities, extending them not only to displaced Syrians, but also to other groups, in particular vulnerable Lebanese. With this inclusive approach, the shelter sector seeks to mitigate tensions between different vulnerable groups to avoid the perception of unbalanced assistance. In the target to address shelter needs of all cohorts, the activities will, especially in the case of limited funding, give priority to families whose socioeconomic situation is highly or severely vulnerable.

Not only the beneficiaries, but also the hosting communities benefit from sustainable shelter assistance. All shelter activities, in particular rehabilitations and small repairs in settlements, are conducted in close collaboration between targeted beneficiaries on one side and on the other side, homeowners, social groups (communities, religious or other humanitarian-oriented groups of Lebanese society), local authorities (municipalities) and the private sector in host communities. In the case of rehabilitation for example, security of tenure is ensured through lease agreements endorsed by local authorities. Cash for rent will be limited to short-term assistance focused on special cases, such as to mitigate or respond to eviction situations. Upgrades will have a positive impact on social stability as both host communities and displaced persons will benefit.

Regarding locations for shelter activities, sector partners will consider whether shelters have access to public

infrastructure and services, including water, sanitation, educational and health services. When necessary and possible, shelter assistance will be extended to rehabilitate such infrastructures in coordination with other sectors, e.g. to include the special needs of the youth, such as dedicated spaces for learning, for playing, and physical exercise.

#### The Elderly and the Young, and People with Specific Needs (PWSN):

All shelter activities explicitly take into account the needs of the elderly and the young. In particular, shelter activities will aim to ensure a barrier-free environment for people with special needs, and will include playgrounds and open spaces for youth in neighbourhood upgrades. Where shelter activities address clearly identified beneficiaries, for example, rehabilitations linked with lease agreements or in collective centres, the data of the indicated beneficiaries will be disaggregated to account for these different groups of persons: girls, boys, women and men, the elderly and people with special needs. By matching people with physical disabilities (whether due to injury, disease, old age, etc.) with accessible shelters, they can then access other necessary services and become more active members of their communities.

#### Gender:

The shelter sector tailors its activities with a view to decreasing the risk for women and girls of sexual and gender-based violence, due to issues such as lack of privacy or overcrowding. This also takes into consideration the fact that female-headed households are at a greater risk of sexual exploitation when they are unable to afford rental payments. The shelter sector will integrate activities of other sectors to empower women in relation to its shelter activities, for example, encouraging women to participate actively in the process of identifying needs and implementing solutions regarding their shelter and community.

#### Environment:

All shelter activities try to minimize their negative impacts on the environment by adapting the development and improvement of sites to the local topography, by considering the drainage of storm, grey or black waters, and the collection of solid waste. This is done in collaboration with other sectors, WASH in particular.

## 6. Inter-Sectoral Linkages

Coordination with the ministries of the Government of Lebanon is ensured through MoSA and the Inter-Agency Coordination forum.

In addition to the general Inter-Sectorial coordination, the Shelter sector ensures its links with other sectors by:

1. Regularly meeting with other sectors (e.g. energy and water, protection), especially at field level;

(28) Inter-Agency Household Questionnaire (ongoing)



2. Encouraging shelter partners to also attend the meetings of other sectors, such as energy and water, and facilitating attendance by organizing them on the same day in the same location;
3. Exchanging information, for example on achieved or planned activities, lessons learned and more, with the other sectors;
4. Including relevant sectors in the process of elaboration guidelines and clarifying how to report on shelter activities;
5. Including all sectors in the process of profiling neighbourhoods and articulating their needs for upgrades;
6. Coordinating the implementation of select portions of improvements of gatherings and neighbourhood upgrades (e.g. energy and water).

**•Energy and Water:** Linkages occur at various points, including access to water and sanitation, drainage, waste and water management, shelter rehabilitation, distribution of sealing off kits, and sanitation upgrading. The interlinkages between energy and water and shelter are regular, including joint work on standard operating procedures for the rehabilitation of houses and collective shelters, and site improvements for flood-prone informal settlements. Interlinkages will be enhanced under the framework of a holistic approach that aims at upgrading vulnerable neighborhoods. Shelter and energy and water sectors have agreed to intensify their practical collaboration, starting by clarifying indicators and their disaggregation, and sharing more detailed information (e.g. water/sanitation facilities, water storages, toilets achieved) and the respective reporting. The two sectors will review and bolster their current collaboration guidelines.

**•Protection:** Protection and shelter intersect over concerns of security of tenure and relocation, identification of vulnerability, and priority cases of shelter assistance. Protection mainstreaming is primarily ensured through the prioritization of vulnerable families for shelter assistance, including addressing the relocation of an increasing number of persons experiencing security of tenure difficulties and other protection concerns (with a particular focus on exploitation). Specific cases of eviction or tenure security are managed in conjunction with the Protection sector. While activities to raise awareness and disseminate knowledge regarding tenure security are a part of the activities of the Protection Working Group, it is part of the activities of the Shelter Working Group to apply such knowledge to ensure and eventually extend tenure security within the appropriate legal framework.

Protection issues related to children or sexual and gender-based violence will be addressed through different measures, such as well-lit public spaces, gender-adequate access to

sanitation, and measures to avoid or mitigate overcrowding, especially in reference to religious or gender-based traditions (for example through partition walls).

**•Health and Education:** Interlinkages occur in providing safe housing environments and secure spaces for learning, health assistance and social activities. When identifying locations for shelters to be upgraded or rehabilitated, the shelter sector looks for close and barrier-free access to health and education facilities. When necessary and possible, the shelter sector will extend assistance to the rehabilitation of health or education facilities in settlements, guided by and reporting to these sectors.

**•Basic Assistance:** Shelter security for specific cohorts (e.g. to PRS by UNRWA) will be provided under the unconditional multipurpose cash assistance of the basic assistance sector.

**•Livelihoods:** The shelter sector applies different modalities of implementation to include all parts of society in its activities (beneficiaries, homeowners, host communities, the public and private sector). All parts of the population - not only men, but also women, girls and boys will be allowed to participate in the elaboration of the assistance or even, where feasible, in the construction process. Possibilities to include displaced Syrians will be explored in coordination with the livelihoods sector.

**•Social Stability:** Shelter agencies will collaborate with CSMC, who manage collective sites, to ensure their maintenance. The exploration of options to provide income-generating opportunities for host communities and displaced persons in implementing shelter activities, especially when rehabilitating occupied shelters or upgrading neighbourhoods, is an activity which has linkages with both livelihoods and social stability. During the process of profiling and upgrading shelters, the shelter sector will also take into account existing community networks and their activities to bolster social stability, looking, for example, to the Urban Displacement & Out of Camp Desk Review<sup>29</sup> for guidance. The shelter sector will also work in coordination with the existing focal points of the humanitarian response in the municipalities to strengthen the technical shelter response capacity of members of local civil society.



Photo: Solidarites Intl

(29) CCCM, Urban Displacement & Out of Camp Desk Review, 2014. Available from <http://www.globalccmcluster.org/udoc>

**Total sector needs and targets:**

Category	Total population in need	Targeted		
		Total	Male	Female
Displaced Syrians	625,372	519,567	261,147	258,420
Palestine Refugees from Syria <sup>30</sup>	42,325	20,158	9,657	10,501
Palestine Refugees in Lebanon	75,000	75,000 <sup>31</sup>	37,125	37,875
Vulnerable Lebanese	1,399,350	203,221 <sup>32</sup>	102,144	101,077
<b>Total</b>	<b>2,142,047</b>	<b>817,946</b>	<b>403,493</b>	<b>414,453</b>

**Institutions**

Municipality	200
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**PARTNERS PER OUTPUT:**

**Shelter Sector Partners:** MoSA, UNHCR, GVC, DCA - Saida, DRC, UN-Habitat, IOCC, CHF, QRC, CLMC, CARE, URDA, CONCERN, IOM, UNDP, SCI, PU-AMI, UNOPS, TdH - It, Solidarités, ACTED, MEDAIR, SIF, IRW, ICRC, PCPM, NRC, Solidar Suisse

OUTCOME/OUTPUT	PARTNERS
<p><b>Outcome 1:</b> Displaced population and other vulnerable groups have access to adequate shelter as the standard of shelters is either ensured, maintained or improved</p> <p>Output-1.1: Shelter at affordable conditions and adequate standards is made available for displaced population and vulnerable groups</p>	ACTED, CARE, CHF, CLMC, CONCERN, DCA - Saida, DRC, GVC, ICRC, IOCC, IOM, IRW, MEDAIR, NRC, PCPM, PU-AMI, QRC, SCI, SIF, Solidar Suisse, Solidarités, TdH - It, UNDP, UN-Habitat, UNHCR, URDA
<p><b>Outcome 2:</b> Living conditions within temporary settlements and poor urban areas with high ratio of displaced population and vulnerable groups are improved</p> <p>Output-2.1: Site and infrastructure conditions within temporary settlements and poor urban areas with high ratio of displaced population and vulnerable groups are improved</p>	ACTED, CARE, CHF, CONCERN, DRC, GVC, ICRC, IOM, MEDAIR, NRC, PCPM, PU-AMI, QRC, SCI, SIF, Solidarités, UNDP, UN-Habitat, UNHCR, UNOPS, URDA
<p><b>Outcome 3:</b> Lebanese public &amp; private institutions are aware and responsive to the shelter situation of displaced population and other vulnerable groups</p> <p>Output-3.1: Institutions assist in the response to the shelter needs of displaced population and other vulnerable groups</p>	ACTED, CARE, CHF, CONCERN, DRC, GVC, IOM, MEDAIR, NRC, PU-AMI, UN-Habitat, URDA

30 Direct shelter support to PRS will be undertaken in the Basic Assistance sector. The above figures reflect the PRS population that will benefit, together with the affected PRL from different shelter activities, especially from the site/infrastructure upgrades of temporary settlements and gatherings.

31 Referring to the UNDP assessments and relevant surveys on Palestinian camps and gatherings, 75,000 PRL are the most affected by the crisis, and are in need for shelter support either through their shelter rehabilitation or through site/infrastructure improvement of their neighbourhoods. Totals: 20,000 persons in need in the PRL camps, 45,000 in need in the gatherings, and 10,000 in critical shelter situations.

32 Sum of (a) 10 percent of 1,380,000 vulnerable Lebanese living under US\$3.84/day, (b) 45,871 Lebanese benefiting from the rehabilitation of their accommodations and (c) 19,350 Lebanese returnees.