

| Strategy Status | Version | Status | Effective date | Next revision |
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| | 1.0 | Endorsed (pending SAG) | 15 th June 2015 | 15 th October 2015 |

Shelter Cluster Structure

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| Response name | Emergency Shelter and Non Food Items for Ukraine |
| Lead Agency | UNHCR |
| Shelter Coordinator Contact | <p>Name: Igor Chantefort Email: chantefo@unhcr.org Mobile: +380 50 463 7122</p> |
| Government counterpart agency and contact | <p>Agency: Ministry of Regional Development & Ministry of Social Policy Name: <name> Email: <email> Mobile: <mobile></p> |
| Sub national cluster and contact | <p>Northern Donbas: People in Need Name: Kate Holland Email: kate.holland@peopleinneed.cz Mobile: +380 66 154 6508</p> <p>Southern Donbas & related regions: to be determined</p> <p>In addition, decentralized coordination meetings will occur with the support of UNHCR field offices wherever there is capacity to support the Cluster. See Annex 2 for suggested structure – a working document.</p> |
| Strategic Advisory Group (SAG) | <p>Permanent Members: ECHO, OFDA, DFID, UNHCR, NGO Forum representatives, MoSP, SES. Observers: ICRC, MSF</p> <p>The Strategic Advisory Group (SAG) is a small representative decision-making body of the Cluster led by the Cluster coordinator, as set out in its Terms of Reference (Annex 4 to the Strategy). The SAG will identify and recommend activities and type of implementation and will set up the framework as to when and where such activities are falling within the sector mandate. The SAG will meet quarterly at a minimum (more often if required during acute crisis), or ad-hoc at the request of the Cluster Coordinator or at least three permanent members of the Group. The SAG shall not participate in the direct revision of the Humanitarian Response Plan or other common fund appeals.</p> |
| Relevant Technical Working Groups (TWiGs) | <p>Technical Working Groups (TWiGs) are established and provided with Terms of Reference by the Emergency Shelter Cluster SAG on an ad-hoc basis as is deemed necessary. The Cluster Coordinator appoints a designated Focal Point to facilitate the work of the group. Such groups have a limited life-span and</p> |



disband once the outputs delineated in the TORs have been achieved.

Composition of such groups is determined through a self-selection process depending on available technical skills, interest, and capacities from among the UN agencies, non-governmental, governmental, commercial, and academic sectors. In principle, anyone can join such a group although, in practice, the Focal Point is advised not to let the group grow much beyond fifteen members. It may be that sub-groups need to be formed to explore specific issues. In this event, the TWIG Focal Point will appoint a responsible person to report back to the TWIG. The TWIG Focal Point is responsible for updating the Cluster on status of work-in-progress. Final outputs/recommendations of the TWIG are presented to Cluster stakeholders in plenary coordination meetings in oral and written form for feedback and comment. Once sufficient time has elapsed, the SAG will endorse the recommendations of the TWIG and post the written guideline to the appropriate website. Cluster partners are then expected to apply such recommendations.

The following Technical Working Groups are currently established:

- i. **Permanent Shelter Solutions** and linkage to recovery
- ii. **Shelter and NFI monetization**
- iii. **HLP** (Housing, Land and Property Rights) [in partnership with the Protection Cluster]

Additional TWIGS may be activated at the request of the SAG or of the Cluster Coordinator or Co-Chair and validated by the Cluster. See ToRs in annex.

Shelter Cluster Strategy

Situation

Background:

In November 2013, the decision of the Government of Ukraine to abandon an agreement that would strengthen ties with the EU sparked large-scale protests, and in February 2014 violent clashes between demonstrators and law enforcement took place in Kiev. In March 2014, a referendum on status was held in the Autonomous Republic of Crimea, leading to a first wave of displacement of persons from Crimea.

Violence in the Donbas region in eastern Ukraine has intensified since May 2014, with a second wave of displacement occurring in July and major humanitarian needs emerging. Following events in non-government controlled areas of Donbas from autumn 2014, change in conflict trends have led people to return home and then forced them into displacement again. In January and February 2015 a third wave of mass displacement occurred from areas under shelling (Debaltsevo crisis).

As of 1st June 2015 there are 1.3 million persons registered as displaced by the Ministry of Social Policy, with fluctuating population movements including



secondary displacement, commuting across the contact line, and returns.

In October 2014, the Government of Ukraine announced a dedicated new IDP registration system (Resolution #509) along with a resolution on state provision of cash assistance to cover utility bills for all registered IDPs for 6 months (Resolution # 505). A Law on IDPs was adopted by the Government of Ukraine in October 2014, including provisions for the new registration system and outlining of establishment of rights of IDPs to free accommodation and employment.

Initially, with moderately low numbers of displaced persons, hosting communities and volunteer groups tackled the crisis well. However, with further increase of IDPs coming per day the needs exceeded the capacity of existing societal mechanisms to respond. The UN and other humanitarian actors stepped in to provide assistance more actively from September 2014. In December 2014 the Cluster system was announced to enhance coordination among members of the humanitarian community.

Although Ukraine is a middle income country, the capacity of the government, further limited by economic crisis, to fully provide services in government-controlled areas (GCA) is constrained, and its ability to provide services in areas not fully under government control is limited. In addition, the ability of the state to rehabilitate infrastructure and shelter has been weakened. In this context, access to basic lifesaving services has been disrupted throughout much of the affected area. Prices of food and non-food items in Ukraine have been steadily increasing, and constrained economic access to non-government controlled areas (NCGA) has resulted in disruption of supply to local markets. Since access to cash, income or social benefits for those displaced – and particularly those remaining in NCGA – may have been disrupted, the ability of displaced and conflict-affected population households to meet their needs in a sustainable way may be limited. Moreover, this influx has placed a strain on the hosting population, in particular in areas with a high ratio of IDPs compared to local population.

The response so far has focused on the most vulnerable due to the lack of resources and capacities. As a result, a large part of the population, especially those in rural areas and along the conflict line, have received little or no assistance.

Intervention context:

Given the ongoing nature of the conflict despite agreed ceasefires, the protracted crisis in Ukraine leads the Shelter Cluster to adopt a **dual strategy** – firstly the continuation of lifesaving emergency shelter assistance to newly displaced and conflict-affected populations, and in parallel the development of strategic planning, key advocacy messages, and fundraising to provide longer-term shelter solutions for populations seeking either return or

integration into host communities.

With differing profiles of the Population of Concern, the Cluster recognises the requirement to identify specific needs of population sub-groups, and subsequently to undertake targeted response planning by area.

An indicative list of sub-groups and key characteristics of the Population of Concern for Shelter Cluster programming include:

| Population of Concern | Main characteristics | Comments |
|---------------------------------------|---|---|
| IDP | Displaced from place of origin | May have experienced multiple displacements. Accommodation prevalence varies by locality (e.g. host family / privately rented / collective centre) |
| Conflict-affected population | Non-Displaced Dwelling damaged | Conflict affected population with their dwelling damaged. Addressing shelter needs may reduce likelihood of additional displacements. |
| Host community | Non-Displaced Dwelling not damaged | According to local context the living conditions of host communities and other categories may be similar and require an expansion of specific types of assistance to include HC beneficiaries |
| Returnees (sustainable return) | Formerly displaced Dwelling uncertain | Return process may induce direct expenditure (repairs if house is damaged) or indirect (gap coverage for a loss of income) |
| “Commuters” | Frequent displacement between several dwellings | Triggered by multiple reasons, population commuting across the contact line might need specific solutions (e.g. temporary base instead of durable solution) |

The accommodation situation of IDPs further requires localized understanding of the shelter context. While the majority of IDPs are residing in privately-rented accommodation, either rented or with host families, as of January 2015 there were over 350 Collective Centres in use¹, predominantly student dormitories and summer holiday camps, managed by pre-existing building managers. The proportion of displaced families living in collective centres varies by geographical area, with an estimated 9-10% of IDPs in GCA close to the contact line living in Collective Centres, compared with <1% of IDP families

¹ Ministry of Regional Development, January 2015, with private collective centres data updated by Shelter Cluster

in western and central Ukraine.

Cities and villages along the contact line in both the NGCA and GCA of Donetsk and Luhansk Oblasts have experienced ongoing shelling and damage since the beginning of the hostilities. Many individual houses and apartments in these areas have suffered damage to walls, roofing, and windows. Additionally, some people continue to live in very poor conditions in bomb shelters.

Finally, the climate in Ukraine requires particular attention to be paid to sufficiency of shelter and NFI provision for the winter period. Winterisation activities are likely to include cash/vouchers for winter NFIs and fuel for the most vulnerable IDPs in GCA, and direct provision in NGCA. Shelter winterization activities will be developed based on local needs and/or progression of conflict and associated ongoing damage to shelter. Specific package contents or equivalent values will be developed region by region, given variation in local contexts and profile of the Population of Concern.

A detailed planning (Annex 1) of shelter needs and response will be conducted following completion of the REACH assessment in June 2015, which will provide baseline information for the shelter sector.

| Needs | |
|--|---|
| Baseline # | <i>To be determined following REACH assessment completion</i> |
| Target # | <i>To be determined following REACH assessment completion</i> |
| Shelter # | <i>To be determined following REACH assessment completion</i> |
| NFIs # | <i>To be determined following REACH assessment completion</i> |
| <i>*Some IDPs are in need of both shelter and NFI assistance</i> | |

Cluster Objectives

- 1. Most vulnerable people affected by the conflict living in governmental and non-governmental controlled areas have access to adequate shelter solutions and assistance*
- 2. Policies and technical specifications are harmonized and shared; consolidated reports and information are shared.*

Considering the multiple regional contexts, technical specifications and main policies will be prepared region by region (facilitated by co-chairs and incorporating participation of the Population of Concern), and reviewed at national level by relevant TWIGs and endorsed by SAG. Such policies include but are not limited to: technical standards, material and labour supply, recovery and reconstruction, safety, DRR in safer building, hazardous or no-build zones, and HLP.

- 3. Shelter and NFI response is reinforced through decentralized coordination.*

Differing contexts and situations lead to a necessity for decentralized coordination. This aims to capture specificities related to the

population of concern (IDPs, returnees, affected population etc.) and regional needs linked to shelter and NFI assistance²

As next step, the Cluster will activate co-chair agreements based on regional presence and will share the responsibility for liaising, information management, and coordination with NGOs and other local stakeholders. The set up will be as follows (see Annex 2):

- National level, Cluster Lead UNHCR
- Northern Donbas, sub-national coordinator People in Need
- Southern Donetsk and surrounding region (Zaporizhzhia, Dnipropetrovsk), sub-national coordinator to be determined

Decentralized coordination will continue and be enhanced with the support of UNHCR field offices, with the activation of other sub-national coordination if necessary. See Annex 2 for current breakdown – a working document.

Objective 1 - *Most vulnerable people affected by the conflict living in governmental and non-governmental controlled areas have access to adequate shelter solutions and non-food item assistance*

Activity 1: Distribution of shelter-specific cash grants for the most vulnerable IDP and conflict-affected populations*

Activity 2: Distribution of other targeted cash-based interventions, according to vulnerability*

Activity 3: Rehabilitation or repair of housing in conflict-affected areas

Activity 4: Distribution of NFIs, including acute emergency kits and winterisation NFIs, to conflict-affected populations and most-vulnerable and newly-displaced IDPs, monetised where possible*

Activity 5: Facilitation of access to permanent shelter solutions for IDPs not willing or able to return

Activity 6: Support to collective and transit centres, including through basic rehabilitation and repair, provision of NFIs, and support to management, if required

**Cash-based interventions, including vouchers, will be preferred as possible in GCA, and NGCA when market and banking context allows*

Objective 2 - *Policies and technical specifications are harmonized and shared; consolidated reports and information are shared*

Activity 1: Relevant TWiGs are activated and deliver guidance to Cluster partners

Activity 2: Maps, 4Ws, reports, call for proposals, Factsheets etc. are

Activities

² For instance: solid fuel, repairs, Collective Centers.



produced and regularly delivered to partners

Activity 3: Development of harmonization or standardization of assistance incl. NFI kit contents and cash-based intervention amounts

Objective 3 – Shelter and NFI response is reinforced through decentralized coordination

Activity 1: Co-chair agreements with INGOs

The cluster will reinforce its support through involving officially INGO via co-chair agreements selected on the basis of their resources capacities and their involvement in sub-national coordination. These agreements will ensure improved accountability and transparency, as well as inclusion of shelter stakeholders at different levels.

Activity 2: Creation of sub-national cluster coordination structure

The differing contexts at a regional level require the adaptation of the coordination structure to reflect each area’s requirements in terms of solutions, strategy, and coordination. Sub-national coordination structures in northern Donbas and southern Donetsk are foreseen as main needs for effective decentralization. Sub-national coordination responsibilities will include identification of a specific response plan, update and follow up of localized information management, partner and stakeholder liaison, and chairing of shelter sub-national meetings, in line with the general framework drafted by the Cluster at national level. Coordination will be strengthened with other Clusters and needs identified will be referred to other Clusters.

Northern Donbas: People in Need

Southern Donetsk and adjacent regions: to be determined

Activity 3 – Establishment of IM systems at national and sub-national level

In addition to the central Cluster Information Management system at national level, the consistency of information flow will be enhanced at sub-national level by co-chair and other designated organizations. This information flow will include but not be restricted to: specific assessments linked to context (e.g. fuel survey), verification of “Who does What Where When” especially with regards to inclusion of local partners, sharing of coordination minutes, and regular updates to tracking stock levels etc.

Access to beneficiaries

A protracted crisis, secondary displacement, and security restrictions are creating challenges in term of access to beneficiaries. The composition of the Population of Concern is complex, including returnees, those being multiply displaced, and non-displaced affected population remaining in place of origin

Key Issues / Challenges



with damaged housing. Secondary factors affecting the Population of Concern include volatile security conditions, economic uncertainty, and exhaustion of resources and coping mechanisms. Over 90% of IDPs are staying in urban private accommodation, making difficult to identify precisely housing location, status, and condition. An undetermined proportion of IDPs still have resources and are not willing to communicate their needs and their intentions for durable solutions, limiting predictability in terms of longer-term shelter solution identification.

Availability of goods, and access

Differing regional specificities of needs require tailoring of NFIs and activities according to the geographical areas of interventions – for example, fuel access has been identified as priority in northern Donbas but is not relevant for other regions. Furthermore, needs may vary according to villages and locations reducing significantly the possibility to standardise items per kit. Lastly, monetisation of assistance in government-controlled areas may be unable to cover needs linked to new displacement or exceptional distribution related to specific emergency caseloads. Disruption of supply chains into NGCA has limited predictability of goods available on local markets, meaning that monetization of assistance is largely not possible. Furthermore, considerable and evolving challenges are faced in terms of humanitarian access to NCGA.

Use of transit and collective centres

Collective and transit centres are being utilised to meet needs related to immediate assistance (e.g. during the Debaltsevo evacuation in early 2015), and also the ongoing needs of most vulnerable IDPs staying in centres as last resort solution. Furthermore, near the contact line, these centres are being used as a shelter solution for temporary displacement when heavy shelling is occurring in villages, with people returning to their place of origin when the security situation allows. Ownership and management of Collective Centres may be publically owned, public-affiliated, or belong to private or faith-based groups. Different types of ownership impair a proper identification and follow up of living conditions.

While availability of Collective Centres is a critical contingency measure for potential future mass displacement, they are unsuitable as a longer-term shelter solution. More durable and sustainable solutions suitable for decommissioning include cash assistance, repairs in the case of return, and permanent shelter availability in the case of populations being unable to return.

With the majority of families residing in Collective Centres being female-headed³; gender-sensitive programming is of particular priority in these contexts. Furthermore, and related to gender composition, protection

³ Ukraine NGO Forum (March 2015) *Ukraine Multi-Sector Needs Assessment Report*

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| | <p>concerns for women and children have been raised for some Collective Centres, which must be a central part of shelter programming consideration.</p> |
| <p>Vulnerability criteria</p> | <p>The Cluster will discuss and propose for endorsement by the SAG criteria for beneficiary selection for the various types of assistance planned. The suggested vulnerability criteria, prior to endorsement by the SAG, are a combination of personal vulnerability, socio-economic vulnerability and shelter/housing conditions. See Annex 8 for further details.</p> |
| <p>Cross cutting issues</p> | <p>Cross-cutting issues for shelter and NFI include:</p> <ul style="list-style-type: none"> • Age • Disabilities • Environment • Gender • Housing, Land and Property • Human Rights considerations, e.g. freedom of movement • Mines and UXOs • Registration & Population tracking • Stockpiling & contingency • Income generation • Owner vs. rental • Humanitarian access to disputed areas & conflict-affected population • Humanitarian access to goods <p>The Shelter Cluster will ensure attention to and mainstreaming of cross-cutting issues in all activities, in cooperation with other Clusters as appropriate, in particular with the Protection and WASH Clusters.</p> |
| <p>Advocacy</p> | <p>Key advocacy messages and strategy will be developed and validated by the SAG in consultation with the Protection Cluster, including on vulnerability criteria and cross cutting issues.</p> <p>Following Cluster team analysis of any funding gaps, the Cluster Coordinator and Co-chair will advocate with donors on behalf of the members for funding. Given the protracted nature of the crisis, in addition to the coordination of the emergency response the Cluster coordination team will advocate for adequate preparedness toward transition to permanent shelter solutions, including contributing to relevant cross cutting inter-sectorial issues, including HLP, impact of new settlements on the environment, and selection criteria.</p> |
| <p>Assessments</p> | <p>General Objective: <i>Provision of strategic information on the shelter and NFI situation and needs in the areas and populations affected by conflict, in respect of the 'Do No Harm' principle</i></p> <p>The Shelter Cluster has mandated REACH to conduct a household-level assessment in regions bordering the conflict area, with findings intended to establish a baseline for shelter and NFI activities. Results are expected from</p> |



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| | <p>the end of June 2015.</p> <p>The REACH assessment will gather information on:</p> <ul style="list-style-type: none">• Damage to private houses• Living conditions in collective centers• Use of cash for shelter and NFI• Coping mechanisms of Population of Concern• Protection-related issues (to provide a basis for Cluster advocacy)• Intentions of the Population of Concern <p>In parallel, the Shelter Cluster has drafted a detailed damage assessment tool to capture condition of damaged dwellings in controlled and non-government controlled area, as well as Housing, Land Tenure and Property conditions. At a sub-national level, the Cluster will coordinate ad-hoc assessments in cooperation with Cluster partners as is deemed necessary, for example for the development of localized winterization strategy.</p> |
| Contingency planning | <p>Given the on-going nature of the crisis, and past trends of waves of displacement, the Cluster will undertake contingency planning in line with UNOCHA's requests. In May 2015, under the general coordination of UNOCHA, the contingency plan was revised to cover another 1 year period. Pragmatic and operation oriented, the inter-Cluster team decided to centralise the warehouse tracking and stockpiling monitoring using Shelter Cluster database, a task which the Cluster will continue to undertake as required and requested.</p> |
| Monitoring and Evaluation | <p>Partner agencies are expected to report to the Cluster on activities implemented, including number of beneficiaries per location up to district/city level with type of activity. The Cluster will collate data on operational presence of partners per region and per district, report on HRP implementation, and conduct gap analysis, disseminating information back to Cluster partners.</p> <p>Evaluations will be carried out on both coordination and response. The REACH assessment of June 2015 will be used as a baseline for future monitoring and evaluation of shelter and NFI Cluster activities, with a plan to be developed. On an annual basis, in line with common practice, the Shelter Cluster will conduct a Cluster performance evaluation.</p> |

Annex list (documents can be downloaded here):

Annex 1: Response Plan Matrix (to be developed from REACH assessment baseline)

[Annex 2: Coordination structure \(working document\)](#)

[Annex 3: Cluster ToR](#)

[Annex 4: Strategic Advisory Group ToR](#)

[Annex 5: TWiG for Permanent shelter solutions and linkage to integration ToR](#)

[Annex 6: TWiG for Shelter and NFI monetization ToR](#)

Annex 7: TWiG for Housing, Land and Property ToR (to be developed)

[Annex 8: Vulnerability criteria](#)

[Annex 9: Inter-Cluster issues](#)

[Annex 10: Technical Standards and Intervention Types](#)